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ABSTRACT

At many points within the juvenile justice system, there is evidence of differential treatment of male and female juveniles. Nearly 75% of females under 18 who are arrested and incarcerated are charged with status offenses such as disobeying their parents, promiscuity, running away and other acts for which adults cannot be charged and boys infrequently are. Girls are often held in detention for longer periods of time and less frequently placed in community programs than boys. These and other examples of differential treatment are detailed in this report. The first part briefly describes how decisions are made in the juvenile justice system and summarizes studies which reveal the differential treatment of males and females, including results of a national survey of educational and vocational programs in state training schools. The second part provides a profile of the young female offender. The third part focuses on communities and what they can do to prevent girls from becoming involved in the juvenile justice system as well as assist those who have been referred to court. The fourth part, the resource section, offers information on publications and organizations. (Author)

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LITTLE SISTERS AND THE LAW

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Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
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LITTLE SISTERS AND THE LAW

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Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
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INTRODUCTION

Fifty-seven years ago today, the Constitution was amended to ensure the right of women to vote. Since that time, great strides have been made to reaffirm and protect the rights of all citizens. There remains, however, a forgotten class of persons who by virtue of their age and sex suffer a double injustice. They are the young female offenders who are abandoned to an outdated, regressive juvenile justice system. Many of these young women are imprisoned for behavior classified as status offenses—behavior, such as promiscuity and incorrigibility, that would not be a crime if committed by an adult. These young women are locked behind bars for behavior for which their male counterparts often receive merely a wink and a look in the other direction.

Many status offenders are arrogant, defiant and rude—and some are sexually promiscuous. Detention or incarceration, however, helps neither them nor us. Some of these children cannot be helped, and others do not need help. Real help, for those who need it, might best take the form of diverting them from the vicious cycle of detention, incarceration and crime. A firm but tolerant approach will not compromise public safety and will salvage young lives.

In 1974, Congress passed the Juvenile Justice and Delinquency Prevention Act, and with that landmark legislation, established as a national priority reform of the nation's policies and practices regarding the institutionalization and treatment of young people. The Office of Juvenile Justice and Delinquency Prevention, created to provide the leadership and resources necessary to fulfill this important Congressional mandate, is pleased to reprint *Little Sisters and the Law.* I hope that the information contained in this book will serve to increase public awareness of the problems and inequities which persist for young female offenders in the juvenile justice system today.

John M. Rector
Administrator
Office of Juvenile Justice
and Delinquency Prevention
26 August 1977

ACKNOWLEDGMENTS

When the National Resource Center on Women Offenders began its clearinghouse activities in 1975, most people assumed that the major focus would be placed on adult women offenders. However, after a year of identifying issues, reviewing research material, visiting programs and talking to experts in the field, the staff concluded that the more glaring discriminatory practices were happening to the young women and girls who are in conflict with the law. Therefore, in 1976, the name of the clearinghouse was changed to Female Offender Resource Center, and a decision made to publish a book which would describe the treatment of young females who come into contact with the police, courts and correctional facilities, and the community programs which seem successful in helping them.

This became a greater task than we envisioned: the more we learned, the more we realized we needed to learn. We divided up the work and sought the help of several hundred people.

The most intense assistance came from three student interns, provided by the Washington Center for Learning Alternatives, who helped collect research and profile materials: Ann Garrell, Mary Lynn Waclawski and Mary Ellen Karczewski. Another person who also assisted with early research was Tina Ruth.

The following people contributed their time and expertise to our effort, and we thank them: Gregory Smith, a former prosecutor of juveniles in the District of Columbia; Rosemary Sarri and Elaine Selo of the National Assessment of Juvenile Corrections Project; Mary Jolly and John Rector of the Senate Subcommittee on Juvenile Justice and Delinquency Prevention; Dr. Roberta Rovner-Pieczenik of the Police Foundation; Jenny Eldreth with LEAA; Cheryl Weiss, former director of a runaway house in Philadelphia; and Laura Crites of the National Center for State Courts.

Over one hundred administrators of juvenile correctional facilities took the time to complete our survey questionnaire. Several hundred employment and training specialists, criminal justice planners, administrators of youth services agencies and program operators provided the information which appears in Part III of this book.

We would also like to thank several people whose comments helped focus and clarify our writing: Arnold J. Hopkins of the American Bar Association's Commission on Correctional Facilities and Services; Laurie Robinson of the ABA's Criminal Justice Section; Donna Anderson of the Mayor's Office of Manpower in Baltimore; Susan Behm, Statewide Coordinator of Young Women's Programs in New York State; Carol Peacock, Assistant Commissioner

for Girls' Services in Massachusetts; Sharon Stickney, Educational Coordinator of Sojourn, Inc.; and Sharon J. Winkler, Communications Director of the Commission on Accreditation for Corrections.

We want also to thank the two professional photographers who took hundreds of photographs so that we might choose a few: Susan Meiselas from New York and Suzanne Anderson from Washington, D.C.

Finally, we thank Judge Sylvia Bacon for her continued support and guidance to the Center.

Now that the publication is finally going to the printer, we hope that our work will help our little sisters get a fair and decent chance.

Catherine Milton
March 1977

The Female Offender Resource Center was established by the American Bar Association to provide information on the needs for female offenders. Under a contract with the U.S. Department of Labor, the Center has identified promising local, state and federal programs which assist female offenders; collected relevant literature and research; and identified areas which need further attention. A review of that information was presented in *Female Offenders: Problems and Programs. Little Sisters and the Law* is intended to help employment and training specialists, criminal justice planners, and other concerned individuals better understand the needs of young women in the juvenile justice system and to provide ideas for improvement.

Catherine H. Milton	Director
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Photo Credits

Susan Meiselas
Suzanne Anderson

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The views or opinions in this publication do not represent the official position of the sponsoring agencies.

The Female Offender Resource Center is no longer operating. This book has been reprinted with the cooperation of the Department of Labor.

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INTRODUCTION

The fact that there is a double standard of justice governing juveniles and adults has been the cause for a continuing policy debate at many levels of government. What is not widely recognized, however, is the fact that at many points within the juvenile justice system, there is evidence of differential treatment of male and female juveniles. This report is an attempt to highlight the most obvious discriminatory practices and offer some constructive suggestions for improvement.

Nearly 75 percent of females under 18 who are arrested and incarcerated are charged with *status* offenses such as disobeying their parents, promiscuity, running away and other acts for which adults cannot be charged and boys infrequently are. Despite the fact that the *crimes* of which girls are accused are categorized as less serious and less harmful to society, they are often held in detention for longer periods of time and placed less frequently in community programs than boys.

The state training schools which house juvenile female offenders offer fewer educational and vocational programs, provide fewer institutional services and are more restrictive than the juvenile institutions for males. And, upon release, young female offenders have less access to the range of community programs which can make the transition from difficult adolescence to self-sufficient adulthood possible.

One can only speculate why such a pattern exists. First, the legal framework of the juvenile justice system allows, and even encourages, a large degree of discretion by decisionmakers to facilitate individual treatment of troubled children. At best such a framework can give the decisionmaker welcomed flexibility; at worst it can result in discriminatory treatment.

Another possible explanation for differential treatment of boys and girls is more practical: there is a limited amount of money to be spent on juveniles in trouble. Therefore, some argue that the resources should be concentrated on boys who outnumber girls at all points of the system and who account for 90 percent of the violent juvenile crimes.

Yet fairness and the guarantee of equal protection dictate that regardless of the reasons, systematic discrimination should not be allowed to continue. The reality, however, is that change will be slow. Hopefully this publication will bring attention to the issue and stimulate ideas and actions.

The task requires a multiplicity of approaches. Each jurisdiction

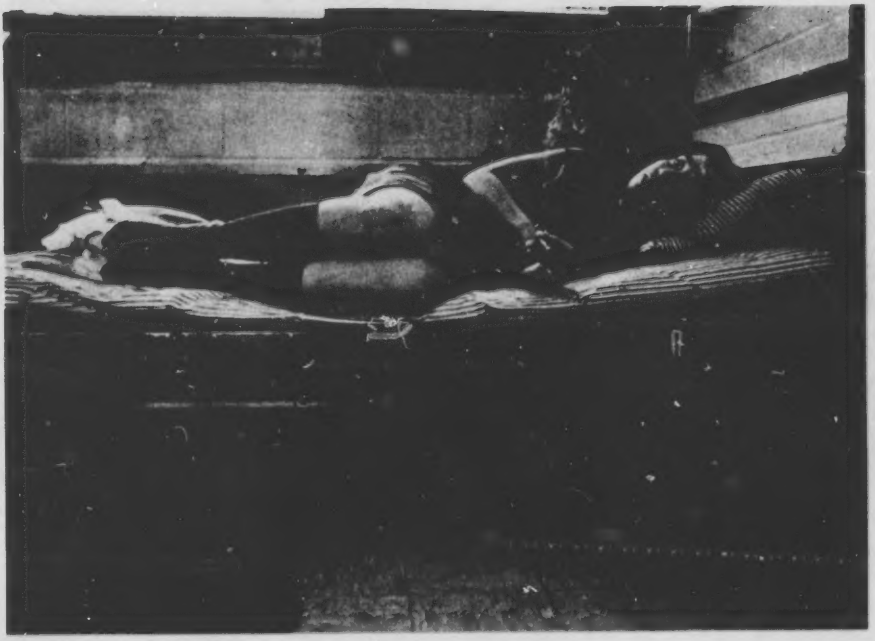
will need to participate in the current policy debates, such as whether or not the juvenile courts should retain jurisdiction over status offenses and to what extent the *parens patriae* framework of the juvenile justice system should be reshaped. The effectiveness of recent reforms, such as the requirement that states receiving federal support from the Law Enforcement Assistance Administration deinstitutionalize status offenders, must be closely scrutinized. Efforts must be made to insure that girls in the juvenile justice system are provided a full panoply of constitutional rights, including protection from discriminatory treatment based on sex and the right to effective assistance of counsel.

The successful implementation of a community strategy also requires a recognition that delinquency prevention is, as the Commissioner of Children and Youth for Pennsylvania recently stated, "an issue of nutrition, of a decent job, of education, of an adequate income for the family—and not an issue for the criminal agencies."

A juxtaposition of criminal justice statistics and unemployment rates provides compelling support for that proposition: the population group with the highest incidence of unemployment is predictably the group with the highest crime rate. Although young people between 10 and 17 years old represent only 16 percent of the total population, 43 percent of all persons arrested for *serious* crimes are juveniles. Coincidentally, the Bureau of Labor Statistics reports that the unemployment rate among teenagers aged 16-19 was 18.8 percent in the third quarter of 1976; the rate for black teenagers of both sexes was 37.7 percent. The national unemployment rate for the comparable period was 7.8 percent.

At the state and federal level, especially within the Department of Labor, there must be a review of the restrictive child labor laws, an analysis of funding priorities and incentives for local reform. At the local level, community resources must be redirected to reach families in need and children who are victims of their own crimes—truants, runaways, teenage prostitutes and mentally disturbed youth.

These are broad issues which *Little Sisters and the Law* can only raise. The scope and purpose of this publication is much more narrowly defined. Part I briefly describes how decisions are made in the juvenile justice system and summarizes studies which reveal the differential treatment of males and females, including results of a national survey of educational and vocational programs in state training schools. Part II provides a profile of the young female offender. Part III focuses on communities and what they can do to prevent girls from becoming involved in the juvenile justice system as well as assist those who have been referred to court. Part IV, the resource section, offers information on publications and organizations.



PART I
DIFFERENTIAL TREATMENT IN THE JUVENILE JUSTICE SYSTEM

Discrimination against women and girls in the criminal justice system appears to be a serious, pervasive problem in statutes, courts and correctional agencies.

National Commission on the Observance of International Women's Year[1]

It appears to me that God created man and woman with basic differences; and that no one will ever have the power to make them exactly equal in all respects.

Superintendent of a boys' correctional institution

After reviewing available research and literature pertaining to young women in the juvenile justice system and conducting a national survey comparing educational and vocational programs in girls', boys' and coeducational training schools, we have concluded that the key decisionmakers in the juvenile justice system—police, judges, prosecutors and correctional officials—treat girls differently than boys. The first part of this section discusses the origins of the juvenile justice system and defines some key terms. The remainder of the section describes the significant stages of the juvenile justice system, summarizes the major differences in treatment of males and females at each stage, and reports the results of our survey of state training schools.

BACKGROUND

Until the late nineteenth century, youthful offenders were treated the same as adults by the criminal justice system. At that time, reformers called for rehabilitative rather than punitive treatment for juveniles. Their efforts resulted in the creation of a new court system[2] based on the concept of *parens partiae*—a benevolent, protective power which would intervene to assist a troubled child whose behavior had deviated from accepted norms.

In 1899, Illinois created the first children's court. The enabling legislation provided that the new juvenile court would have jurisdiction not only over children who had committed criminal acts,

but also over neglected and dependent children and those who exhibited "vicious or immoral behavior," incorrigibility or truancy—the so-called status offenses or children's crimes. By 1928, the Illinois concept had been adopted in all but two states; today every state has a juvenile code.

In keeping with its role as surrogate parent, interested solely in the protective care and custody of its children, the new juvenile court abandoned the formal procedures and constitutional protections of its adult counterpart. In lieu of a public trial with the assistance of counsel and by a jury of peers, a juvenile received an informal, nonadversarial and private *hearing*. Even a new vocabulary called for a *petition* rather than a *complaint* and a *summons* rather than a *warrant*.

Although children across the country continued to be arrested and incarcerated, the fact that sentences were innocuously labelled *dispositions* and prisons described as *reformatories* operated to shield the new system from scrutiny for many years. Since the 1960's, however, several Supreme Court decisions have mandated procedural protections in juvenile proceedings in an effort to restore the long disregarded rights of youth. For example, the case of *In re Gault*[3] extended the right to counsel and related procedural safeguards to youths charged as delinquents; a subsequent case, *In re Winship*,[4] established the standard of proof for juvenile proceedings "beyond a reasonable doubt."

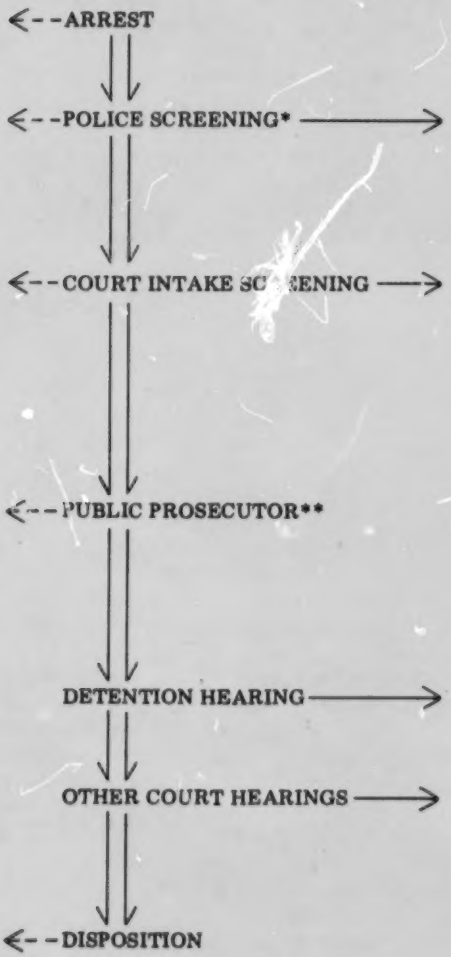
Although the original juvenile codes made no distinction between a youth's criminal and non-criminal conduct, in the early 1960's state legislatures began to distinguish *status* offenses from other illegal behavior. Status offenses are most simply defined as acts or conditions that would not be considered illegal if committed or exhibited by an adult (i.e., running away, promiscuity, truancy, incorrigibility). All state codes now provide that juveniles may be charged for status offenses. Status offenders are often described as "persons in need of supervision" (PINS), "unruly children", "incorrigible children" and so on.

The word *delinquent* is the umbrella term used in 34 states to describe all law-breaking children.[5] In 23 states *children* are defined as all individuals 17 years or younger; in 12 states the maximum age is 16 years and in five states the limit is 15 years. Although most states have not established *minimum* age limitations for original jurisdiction, in New York a child under seven cannot be prosecuted, and in Arizona the limit is eight.

HOW DECISIONS ARE MADE

Insight into the character and dimension of discriminatory treatment of the young female offender can be gained by examining certain key decision points within the juvenile justice system. In many respects, the procedural format of the modern juvenile justice system, molded largely by court rulings in the last decade, now

DECISION POINTS WITHIN THE JUVENILE JUSTICE SYSTEM



A patrol officer decides whether or not to make a formal arrest, but has no authority to detain.

A youth officer decides whether or not the youth should be referred to court and if so, whether or not the youth should be detained pending the initial court hearing.

A court worker—and in some cases a prosecutor or judge—decides whether or not a petition should be filed and if so, whether or not the youth should be detained pending final disposition. Most status offense complaints are initiated here.

A prosecuting attorney decides, after reviewing the court worker's decision, whether to file a petition. The prosecuting attorney, however, has no role in determining whether to detain the youth.

The judge, usually based on the recommendation of a case worker, decides whether to detain the youth.

The judge, after review of previous decisions, decides whether to continue detention of the youth based on new information presented by a defense attorney.

The judge decides the kind of care or treatment the youth will receive.

CODE:
⇓ Prosecution with Detention
——→ Prosecution without Detention
←-- Dismissal or Diversion

*This stage is omitted in some jurisdictions; particularly in small communities which cannot afford a special youth officer. It may be handled by a social service employee rather than a police employee.

**The prosecutor has authority to override decisions to dismiss or to prosecute based on social reasons. The authority only exists in two states.

parallels the adult criminal justice system. Many of the same biases and assumptions operate in the two systems, and in most cases the people who make daily decisions affecting the accused in both systems are the same—police, prosecutors, judges, defense attorneys and criminal justice planners.

However, there are major differences between the adult and juvenile systems in the types of decisions that can be made and in the standards for guiding those decisions. These differences significantly increase the possibility of unfair treatment of young women who come into conflict with the law. There are three points in the decision-making process where young women are most likely to receive disparate treatment: the decision to prosecute, the decision to detain and the final disposition decision.

Prosecution Decision

Discretion to pursue prosecution is not unique to juvenile justice. Selective enforcement of criminal violations is commonly employed in adult court as a means of managing the expanding workloads of prosecutors and other court officials.

In the juvenile justice system, however, a criminal violation or a status offense is not in itself sufficient justification for court action. Each decisionmaker, having discretion to terminate or pursue prosecution, must also make an assessment of the youth's social, economic and moral condition. Under the juvenile codes, prosecution is required if it is considered to be in the best interest of the juvenile or the public.

Screening is the process of determining whether the best interest of the youth, balanced against the public interest, favors a dismissal of the action or a referral of the youth to a diversion program outside the juvenile justice system. Diversion programs might include a girls' club, an educational program, an employment program, and a public or private social agency. Screening begins with the patrol officer's decision not to make a formal arrest. The officer may simply warn the youth or follow up the incident by notifying the youth's parents. Typically, the patrol officer's decision is spontaneous, and an official record is not maintained.

Many jurisdictions have special youth divisions within the police department, assigned to review all arrests by patrol officers and detectives. The reviews are conducted at a police station shortly after arrest. The parents are contacted and asked to come to the station for an interview. After interviewing the youth and parents, the youth officer has discretion to dismiss the case, refer the youth to a diversion program in lieu of prosecution, or file a formal charge. The decision is based on a preliminary evaluation of the youth's social needs, the nature of the charge, and the officer's subjective impression of the youth and the youth's parents. Even if a decision is made not to prosecute, a record, commonly referred to as a *contact*, will

be filed by the police and considered in any later screening if the youth is rearrested.

Generally, decisions by youth officers and patrol officers are totally discretionary and made without reference to formal standards. Although few comprehensive studies have been done of this initial screening process, it has been criticized as likely to result in discriminatory enforcement of the law.[6] Several of the studies which have been conducted note the following examples of differential treatment of boys and girls.

- A study in Philadelphia found that police were more likely to release a girl apprehended for a delinquent act than a boy apprehended for a similar act, but were more likely to arrest a girl for a sexual offense than a boy.[7]
- A 1972 study in Honolulu found that police were more likely to refer to court girls accused of their first status offense than girls charged with their first criminal offense. Seventy percent of the girls and 31 percent of the boys who were referred by the police to court were status offenders.[8]
- In several studies the majority of girls referred to court by the police are charged with sexual delinquency, truancy or incorrigibility while the majority of boys referred are charged with burglary, assault or malicious mischief.[9]

All of the cases referred by the police to court are evaluated by a court intake unit. The unit often repeats the screening process followed by the police. Parents are contacted and asked to come to the intake section for a second interview. Most of the biographical information considered by court intake comes from the youth and her parents.

It is at this point that most status offenders enter the system having been referred either by parents, teachers and social service workers. In status offender cases the youth is generally not arrested. Rather, a summons is sent to the youth directing that she appear at a court intake office at a specified time and date. The parent is also required to appear at the same time, and an evaluation is conducted in the same manner as cases referred by police.

According to a *Yale Law Review* study of status offenders in New York state in 1972, many of the status offense cases referred to the court intake unit result from a failure of the parent to provide a healthy and happy home environment.[10] Theoretically, at this point a court screener could shift the focus of culpability from the child to the parent by filing a neglect charge against the parent. Unfortunately, however, the social biases of the court decisionmakers seem to favor the parents so that seldom is the responsibility placed on them. The *Yale Law Review* article sums up the problem as follows:

> The (PINS) statute interposes no definitional barriers; as written it makes whatever the child has done unlawful as long as the parental order was lawful. Parental passions—"she is such a liar, her mind is bad and she needs to be put away," said a parent in one case—are on occasion powerful enough to divert judges and other court

personnel from questioning whether the youth may have been acting justifiably or lawfully. The court typically responds according to the parent's wishes.[11]

Even though the final result—separation of the child from the parent—is not usually affected by where the blame is formally placed, the decisions of the court intake units can have negative affects. The record of a status offense stigmatizes and labels the youth as a troublemaker.[12] Program operators, teachers, foster parents and future employers often perceive the youth as being a problem rather than a victim. Furthermore, many of the facilities for status offenders resemble jails, whereas most facilities for neglected children such as group homes or foster homes do not.

The decision by the prosecutor completes the administrative screening process. National statistics show that more than half of all youths arrested have charges against them dropped during this process.[13] The problems in sorting out the diversity of cases are shown in the following examples:

- A girl is more likely than a boy to be referred to court by her parents. For example, in a Kentucky study, 7.7 percent of the girls and 3 percent of the boys are referred by their parents;[14] and in a Delaware study, 23 percent of the girls and 3.5 percent of the boys are referred by their parents.[15]
- Girls are less likely than boys to be referred to court by the police. For example, in the Kentucky study, 64 percent of the girls and 80 percent of the boys are referred by the police.[16]
- Regardless of whether by police, social agency or parent, generally girls are referred to court for less serious offenses than boys. In 1971 study of an urban court in a midwestern state, 72 percent of the males are referred to court for delinquent or criminal acts compared to only 48 percent of the females. Most of the females are referred for sexual offenses, running away, truancy and incorrigibility.[17]
- Girls are routinely referred to court for sexual misbehavior while boys seldom are. For example, in the *Yale Law Review* study, although 53 percent of the youths brought to court intake were girls, 100 percent of the cases involving promiscuity, cohabiting, spending the night with a member of the opposite sex, general sex innuendo, prostitution and association with undesirable friends were girls.[18]

Detention Decision

Once a decision has been made to prosecute a juvenile, a decision must be made regarding the placement of the youth pending final disposition of the case. This decision is referred to as the detention decision. The facilities for detaining youth include shelter homes in the youth's community, large jail-like structures called juvenile detention centers and adult jails.[19]

Whether in an adult or juvenile facility, detention is widely used as a stop-gap means of handling children who have been referred to the court either by police, social agencies or parents until a disposition hearing can be held, particularly in those cases when the parents refuse to allow the child to stay at home. Most of the children in detention centers are awaiting trial (63 percent); others are awaiting sentencing or serving sentences; a few are dependent or neglected children (4 percent). According to the U.S. Bureau of Census, on an average day, there are approximately 11,000 young people in detention centers or jail. The average length of stay is 11 days.[20]

Formal standards for detaining youth rarely exist. The decision to detain is usually based on the evaluator's subjective impressions of the youth and parents. If a decision is made to hold the youth, a court hearing must be held within a short period of time, no more than four days.[21]

The court hearing is usually the first occasion when a youth is represented by an attorney. Typically at the hearing, recommendations are made to the judge by a member of the court's administrative staff. While attorneys are given an opportunity to speak and present evidence on behalf of the youth, judges usually follow the detention recommendations of the court staff.

Often attorneys representing youthful offenders are overworked. In one city we observed a single public defender representing all the youths who appeared for a detention hearing on that day. The attorney had little time to organize a case that would overcome a recommendation of detention made by the court worker. In one instance the attorney repeatedly argued on behalf of the wrong juvenile until the youth finally said in despair, "Hey, at least get my name right."

In theory, detention is authorized if it is in the child's *best interest* or if there is a substantial probability that either the youth will not appear in court when required or that he or she would be a danger to others. In practice, detention is used frequently because parents refuse to permit their children to return home.

After reviewing 265 case histories in New York and Rockland counties, New York, researchers for the *Yale Law Review* study found that according to official court records, 11 percent of the children detained in those two counties were detained because their parents refused to take them home.[22] Their observations in court, however, suggested that at least 50 percent of the detentions were granted because of the parents' refusal to allow the children to return home. They also found that detention was more likely to occur in cases involving minor allegations of ungovernable behavior rather than cases involving assault or other serious crimes. For example, 54 percent of those children charged with verbal abuse were detained, while only 17 percent of those charged with assault were. The researchers also pointed out that the allegation which seemed to be treated most harshly was sexual misconduct by young women.

Other studies have also shown that girls are the victims of discriminatory detention recommendations:

- Girls are more likely than boys to be detained even though girls are less likely to be accused of serious offenses. For example, in a 1971 study of detention practices in one midwestern state, it was found that 31 percent of the girls who were referred to court were subsequently detained compared to 24 percent of the boys, although a much larger number of the boys (69 percent) had been accused of criminal acts than the girls (44 percent).[23] A recent and comprehensive LEAA study of detention also found that girls were more likely to be detained than boys. The study—based on data from three counties—Memphis-Shelby, Denver, and Montgomery (Pennsylvania)—reported that youth working and/or in school with no prior court record were substantially more likely to have been detained if they were female (45.8 percent) than if they were male (27.3 percent); females who worked and/or attended school, with no prior court records, were more likely to have been detained if they were charged with the commission of a serious offense (27.4 percent).[24]

- Most girls are detained because they have been accused of so-called *children's crimes* rather than criminal offenses. Nationally, nearly 75 percent of the girls and between 20 to 30 percent of the boys in detention are held for status offenses, behavior that would not be illegal if committed by an adult. Once detained, girls are more likely to be held longer even though they are less likely to have been accused of criminal offenses.[25]

- The lack of alternative programs is one reason frequently given for overuse of detention of girls. The decision to detain a young woman is often made because her parents refuse to take her home; she is detained longer because there is usually no other place to send her.[26]

Frequently, children are detained without ever knowing why. One 13-year old girl recalled, "I was sitting on the front steps of my grandmother's house. My father said, 'Put your shoes on, I'm going to take you downtown with me.' We got into the car and we went to the police station and I kept asking him, 'What are we doing here?' Then one of the policemen took me and told me to wait in this little room. I was waiting for my father to finish his business, and then I looked out the window and I saw him walking toward the car. I screamed at him, 'Where was he going? Why was he leaving me?' He never turned around. He just kept walking to the car and then he got in the car and drove off. He never told me I was an 'incorrigible child'. . .I didn't know I had any problems or what they were. I just knew he left me there. From there I was sent to the Youth Studies Center and from there to Slaten Farms. . .and then on to all the rest of the joints. . ."[27]

The overuse of detention facilities as dumping grounds for unwanted children has serious consequences. A 1972 New York investigative committee reported that youths at one facility were confronted with "homosexual attacks, sexual solicitation, extortion, and homicide."[28] At another, "youths were locked up as

punishment even though they had not harmed anyone; staffs were too small and inadequately trained; there was no *bona fide* effort to treat the detained youths."[29]

As reported by the Children's Defense Fund in *Children in Adult Jails*, 38 percent of the 449 adult jails visited held children as a matter of policy and an additional 15 percent occasionally held children. They wrote:

> The conditions of most of the jails in which we found children are abysmal, subjecting them to cruel and unusual punishment through physical neglect and abuse. Most jails are old and dirty, with insufficient sanitary, food or medical facilities. Only 9.8 percent of the jails in our study states had any educational facilities; only 12.4 percent reported any recreational facilities. With insufficient, poorly trained and poorly supervised staff, there is often no one suitable to deal with children or to assess their needs. Often adult inmates serving as trustees are in control of jailed children. . .Even if a jailer is careful about obeying the law requiring separation of children from adults, the result can be equally terrifying. Solitary confinement or confinement in a dank basement or closet-like enclosure for the sole child in an adult jail removes him or her from other inmates, but also from the attention of caretakers and can have severe traumatic effects on an already troubled and frightened youngster.[30]

After visiting juvenile detention facilities in four cities we found conditions for young women equally unsuitable: the facilities had cells with only a bed and blanket and no toilet; limited or no opportunities for recreation; few chances to be in the company of other inmates; and long periods of time behind locked doors. The impressions of one detained girl describe the problem more vividly:

> "I thought I was going to go crazy for awhile, just being locked up all the time. . .I was up on the upper floor because the boys were down below. And I was just locked in day and night. And the only time I saw anybody was when they brought my food up to me."[31]

Disposition Decision

Disposition for juveniles is the equivalent of sentencing for adults, although there are major differences in sentencing objectives. Punishment is considered inappropriate for disposition. The only factor which properly can be considered is whether the youth is in need of care or rehabilitation.

Disposition decisions are made by a judge, usually upon the recommendation of a court worker who has made a pre-disposition evaluation of the youth's social needs. Most judges follow the recommendation of the court worker.[32]

There are a variety of possible dispositional alternatives available to a judge, including informal handling, probation, foster homes, fines, restitution programs, private institutions, public institutions run by the state, county or city, and adult prisons.[33] By far the most

common dispositional alternative is probation. In theory, probation is a form of official control over delinquents. In practice, however, it amounts to little control, and according to one report "many probation officers, perhaps the majority, are inadequately trained to deal with the complex lives and problems of today's delinquents."[34]

Studies of dispositions indicate patterns of disparate treatment of girls.

- A study of the recommendations of a probation department in New York reveals that probation was recommended for one of every 3.5 boys while it was recommended for only 1 of every 11.6 girls. The ratios of recommendation for institutional placement was 1 out of 1.6 girls and 1 out of 5.6 boys. Most of the girls recommended for institutional placement were charged with sex-related acts, such as having undesirable boyfriends or staying out late.[35]
- A report in Kentucky found that from 1970 to 1974 females were committed to delinquent institutions at a higher rate than males even though the males were nearly five times more likely to have been referred for a major offense against property or person.[36] The National Assessment of Juvenile Corrections Project found in its review of placement programs in 16 states involving 1,831 youths that a significantly higher proportion of the girls were placed in institutions even though the girls were generally charged with less serious offenses than boys.[37]
- According to the ABA 1976 survey of state training schools, approximately 50 percent of the girls in state institutions are status offenders compared to 17 percent of the boys.[38]
- Girls are less likely to receive community treatment than boys and more likely to be assigned to programs that involve removal from their homes. The National Assessment of Juvenile Corrections Project found a significantly lower percentage of girls in day-care programs than boys—8 percent compared to 16 percent—and fewer girls in group homes in the community. Of a total of 444 females in the study, 349 were in institutions.

After its review, the staff of the National Assessment of Juvenile Corrections Project concluded that there was "no straight-forward and adequate explanation for why girls, who have not committed offenses against others and who do not threaten community safety, should be incarcerated to such an extent."[39]

At a conference of the National Council of Juvenile Court Judges, Judge Lisa Richette of the Court of Common Pleas in Philadelphia provided one explanation for the harsh judicial treatment of girls. "For too long juvenile courts have acted as a legal chastity belt in treating female offenders, and this protection has served to weaken, debilitate, and cripple young women rather than help them." She also observed "that the offense of most of the young women going before the courts was non-conformity to a social model of what is accepted behavior for young girls. . .We talk about promiscuity in girls, but I have yet to see a boy brought to court because he is promiscuous or simply because he fornicates."[40]

Another explanation for the harsher treatment of girls is the lack of alternative programs for them. Although a sentencing judge may be willing to consider a variety of dispositional alternatives, he or she is often faced with only one program possibility—the state training school or reformatory. A caseworker supervisor at the Alabama State Training School for Girls stated in a deposition for the United States Justice Department that "most of the girls placed in the state training school are there because the state has no other resources." To her knowledge, there were no foster homes or group homes for girls, and due to overcrowding, many of the girls waited for three to four months in a local detention center or jail before they were committed to the state training school.[41]

In our interviews with juvenile judges, we asked whether they thought there were fewer dispositional options available for girls. One distinguished juvenile judge in Chicago commented, "Well, I have never thought about that before. I guess there are fewer places available for girls than boys."

ABA SURVEY OF STATE TRAINING SCHOOLS

> The Indiana Girls' School is a correctional school for girls. You have been sent here, by law, for disobeying rules in the community. Some of the standard reasons for coming here are:
>
> Not attending school
> Running away from home
> Stealing
> Staying out after curfew
> Sexual intercourse out of marriage
> Repeated disobedience of parent or guardian
> Drinking alcoholic beverages
> Using vile language
> Behaving in ways that are harmful to yourself and others
>
> Handbook for New Girls
> State of Indiana Girls' School

BACKGROUND

Most state departments of correction still rely heavily on institutional confinement despite recent legislation which urges the development of community-based alternatives to institutions. In 1974, 5,081 girls and 18,292 boys were confined in 185 state training schools.[42] One administrator of a state agency for youth recently commented: "There are more juveniles in institutions now than two years ago," adding that community-based alternative services are still scarce.[43]

Some administrators of institutions agree that more emphasis should be placed on community treatment. Speaking at a national conference of superintendents of institutions for delinquent females, Margaret Baer from the California Youth Authority said:

> If an adult woman tries to commit suicide, chances are that some enlightened police officer will see that she gets referred to a mental health clinic. If a teenage girl indulges in some equally destructive kind of behavior, like taking an overdose of sleeping pills, chances are she'll be seen as delinquent. This is unfair. . .When a girl commits an offense solely against herself, she is not offending society. She may need some assistance in order to lead a more productive life. But to be branded delinquent or criminal is really carrying our puritanical stance too far. And I think we in corrections have to say that we will not take anymore of these cases.[44]

Unfortunately, most administrators of correctional agencies continue to accept "these cases." In fact, many girls are sent to institutions not because they are dangerous but simply because there is no other place for them.

This lack of alternative community programs can have devastating effects. During congressional hearings on runaway youth, Senator Birch Bayh told the story of one girl and the kinds of abuses she suffered in confinement:

> Susie, a 12 year-old who had run away from home to escape her stepfather's sexual advances, was sent by the juvenile court to a juvenile correctional facility as a "person in need of supervision." Once there, she became the victim of sexual assaults by other girls as well as the counselors. Then she was put into solitary confinement in a strip cell for several weeks. She was fed on a meager ration of bread and water, given nothing to read, and only thin pajamas to wear. As her anger increased, so did her custodians' assessment of her unmanageability. She was eventually transferred to a state mental institution, where she is still in custody.[41]

Although this case may be extreme, most would agree that from the standpoint of a youth being sentenced, the most severe punishment is commitment to a state training school or an adult prison. Both facilities suffer from the same shortcomings. They are large, impersonal, lacking adequate programs and services, and generally located in rural areas which have limited access to community resources.

According to a 1973 survey of adult prisons, there is yet another problem.[46] The survey results indicate that male prisons offer a greater variety of programs and services than women's prisons. In order to determine whether similar inequities existed for juveniles, we decided to conduct a national survey comparing programs and services in boys', girls' and co-correctional institutions.

A national sample of 107 state training schools in 50 states was selected. To ensure a geographic cross-section of female, male and coeducational institutions, the largest girls' schools and the largest boys' schools were chosen from each state. In those states where there were no single sex institutions, the survey questionnaire was sent to the largest coeducational institutions. Some states operate a major boys' training school, a major girls' training school and a major coeducational facility; questionnaires were sent to all three.

Seventy-eight percent (22 female; 30 male; 55 coed) of the institutions surveyed responded. The response rate, however, was much higher for the female (86 percent) and the male (90 percent) institutions than the coeducational (58 percent).

A summary of the survey results follows. While the results offer a distressing picture of services and programs available to both sexes, a clear pattern of differential treatment of boys and girls emerges.

SUMMARY OF RESULTS

Population

The fact that status offenders are often confined longer than children convicted of criminal offenses has been the basis for widespread criticism of the juvenile justice system. Congress, through the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974, attempted to encourage the creation of alternative

community-based treatment programs for status offenders. According to our survey results, this is still a major problem. The survey indicates that between June and August of 1976 nearly half of all the females in state training schools were status offenders. Results also show that girls have longer average confinements than their male counterparts even though the vast majority of the boys (82 percent) were criminal offenders.

The survey requested information about the average length of stay for girls and boys in both single-sex and coed institutions. The responses indicate that the girls stay slightly longer than the boys whether confined in female institutions or in coed institutions.

Responses to the survey also indicate that 93 percent of the female institutions, 60 percent of the male institutions, and 54 percent of the coed institutions house status offenders. In those institutions status offenders account for 46.5 percent of the population in female institutions, 18 percent in male institutions and 39.7 percent in coed institutions. In the coed institutions which identified the number of females and males committed for status offenses, 22.5 percent were male and 77 percent were female.

Size and Location

The survey results indicate that girls' training schools, like adult women's prisons, tend to be smaller.[47] Although 81 percent of the male institutions have a capacity of at least 150, only 16 percent of the female institutions are as large.

Survey responses also indicate that female institutions are less likely to be filled to capacity, 76.6 percent of the female institutions were completely full compared to 97.2 percent of the male institutions. Although 11 percent of the male institutions which responded to the survey are located in urban areas, not *one* of the female institutions was.

Vocational Training

There were substantial differences in the types of vocational training offered at male and female institutions. In the female institutions the most frequently offered programs were cosmetology (56.2 percent), business education (56.2 percent), nurses aide instruction (50 percent) and food services (37.5 percent). In the male institutions those programs most frequently offered were auto shop (69.3 percent), welding (50 percent) and small engine repair (38.4 percent).

The male institutions also offered a much greater variety of programs. There were a total of 36 different programs in all the male institutions and an average of 5.5 programs per institution. In the female institutions there were 17 different programs and an average of 3.3 per institution. A larger percentage of female institutions

(15.8 percent) than male institutions (4.7 percent) did not offer any vocational training at all.

Male institutions were the most likely (100 percent) and female institutions the least likely (79 percent) to employ vocational teachers. The female institutions were also the most likely to employ part-time rather than full-time vocational teachers. The ratio of teachers to students was the lowest in the female institutions (one to every 45 students) and the highest in coed institutions (one to every 36 students). In male institutions the ratio of teachers to students was one to every 40 students. Male institutions had the greatest number of teachers per institution (7.2) and female institutions had the fewest (3.4).

Educational Programs

The survey also found substantial differences in educational programs. The male institutions were the most likely to have state or local accreditation and were the most likely to offer GED courses. The coed institutions were the most likely to offer special programs such as remedial reading.

The female institutions were the least likely to employ certified teachers. Twenty-one percent of the female institutions, 3.8 percent of the male institutions and none of the coed institutions employed uncertified teachers.

The only notable advantage in female institutions was the higher academic teacher to student ratio—one teacher to every 7.5 pupils. Coed institutions had one teacher to every 10.8 students, and male institutions had one teacher for every 13.4 students. Male institutions, however, employ more teachers per institution and consequently can compensate for the lack of individual attention to the students by offering a wider variety of teachers and specialists. There are 17.4 teachers employed per every male institution, compared to 13.8 per every coed institution and an average of 12 per female institution.

Job Programs

Although the female institutions were more likely than the male institutions to have a prison industry program, girls were paid considerably less than boys. The average wage in the female institution was 25 cents per hour compared to $1.00 per hour or the minimum wage in the male institutions.

Similarly, in the institutions which have prison maintenance jobs for inmates, monetary compensation was least likely to be provided in female institutions. No compensation—money or credit—was available in 28 percent of the male institutions, 38.4 percent of the coed institutions, and 47 percent of the female institutions.

Institutional Services and Personnel

Overall, the female institutions offered fewer special services. They were the least likely to employ full or part-time doctors, nurses, psychiatrists, psychologists and social workers, or to use volunteers on a regular basis. They were also the least likely to have a full-time chaplain; some did not offer any religious services.

Institutional Policies

Female institutions had the most restrictive policies regarding visiting privileges. Male and coed institutions permitted more frequent home visits and more frequent visiting hours in the institutions.

Female institutions, however, were the least likely to conduct strip searches of the youth upon returning from a home visit while male institutions were the most likely. Male institutions were also more likely to give a pat down search.

Girls in the coed institutions were more likely than girls in a female institution to have a vaginal examination upon returning from a home visit. Girls in coed institutions were less likely to be given contraceptives. Abortions were permitted in 47 percent of the female institutions and 55 percent of the coed institutions. All of the female and coed institutions—and all but one of the male institutions—gave tests and treatment for venereal disease.

CONCLUSIONS

The survey results indicate that young women confined in state training schools suffer from certain disadvantages that young men do not. Proportionately, more girls than boys are institutionalized for committing status offenses. And once institutionalized, girls are afforded fewer services and program opportunities than boys. Boys, on the other hand, suffer from disadvantages which result from confinement in larger institutions which are filled to capacity.

We can only speculate as to the reasons for these discrepancies. Some people working in the juvenile justice system justify the differences in programs and services available in girls' institutions by arguing that it is cost effective to spend the limited funds which do exist on boys who commit more serious crimes and who outnumber girls in the system by nearly four to one.

However, significant differences in the kinds of programs offered in boys and girls institutions imply that the problem cannot be attributed to economic considerations alone. It is also attitudinal. Many administrators are not sensitive to the problems of young women, nor are they conscious of their own lack of understanding. In a letter which accompanied his response to our survey, the director of a state training school for boys wrote:

> It appears to me that God created man and woman with basic differences; and that no one will ever have the power to make them exactly equal in all respects. I feel that one of the reasons why crime is increasing is because too many women have been willing to give up their grave responsibility for being a mother and have been too desirous to get in and compete with men. Certainly those that do not have families and desire to work should be given the same opportunity as men and should be paid the same as men. But I believe that too many people have over-emphasized how much the woman is discriminated against. . .I guess the best I can do is thank God that my wife is not in high competition with me but has been content to be a wonderful companion, a terrific homemaker, and a tremendous influence for the good of our three children.

Regardless of the reasons for the differential treatment, the facts speak for themselves—at every point in the juvenile justice system, the female juvenile is treated differently and usually more harshly than the male juvenile. This pervasive discrimination will continue until suitable community alternatives are developed to assist girls and their families.

Part II presents a more detailed look at who these girls are, where they come from, and what offenses they commit.

PART II
WHO IS SHE?

Sugar and spice and everything nice . . .
That is what little girls are made of.

Frogs and snails and puppy dog tails . . .
That's what little boys are made of.

To learn more about young women in the juvenile justice system, we focused on three sources of information: case studies which were gathered by examining court dockets and case worker accounts in three jurisdictions, and by reviewing research reports; data compiled by state and local court systems and youth service agencies; and national arrest, court and confinement statistics.

It is hard to convey through statistics who these young women are. Many are runaways eager to escape from overly restrictive parents or intolerable living situations. Some are victims of abuse and incest. Some are pregnant and eventually find themselves alone with a child and no means of support.

Many are poor and have learned to survive by stealing or prostitution. Some come from families with a past history of criminal involvement. A small number are arrested for serious crimes like assault or robbery.

Their conflicts with the law are frequently aggravated by additional medical, emotional or school-related difficulties.

The following case studies speak for themselves and tell a more complete story. The names have been changed and the localities not mentioned to protect confidentiality.

Case History 1

Barbara is a 14 year old, black female, who has spent the last 18 months in a training school. She is an epileptic who has had a history of assaults. Prior to placement, she had been involved in a street gang that was responsible for several robberies and assaults on the elderly. She is an out-of-wedlock child residing intermittently between her mother and her grandmother. She scores below average on the I.Q. tests—but she reads on a ninth grade level.

Physically, Barbara is very small. She has lost several front teeth in fights but has never been to a dentist. Her moods range from a personality that is utterly charming to one that "tunes out" when she no longer wants to deal with the realities of a situation. She has

learned that feigning epileptic attacks provides her with attention that she craves, but has also had several real attacks that have scared her.

Barbara's mother has four other children, each with different fathers, residing with her in a three-room apartment. She is employed as a domestic full-time and also works as a waitress in an all-night eatery. There is little, if any, supervision for Barbara or the other children in the home. The grandmother lives in the same town and is a welfare recipient. Barbara has never met her father.

Because of her violent history, Barbara cannot be placed in any of the smaller community-based group homes. She insists that the only acceptable place for her is home. She will probably be in the training school until she is 18 years old.

Case History 2

Melissa was 15 when she was first arrested. She was living with her parents and her two sisters. Her father supported the family on his $7,000 annual salary. Melissa is an attractive young woman and, until the time of her first arrest, was doing well in school. According to school officials she is intelligent, made excellent grades and had a good attitude about school.

Within a month's time Melissa was arrested twice. The first time her mother called the police requesting that they pick Melissa up because she refused to go to school, and because lately she had been "getting upset too easily and having lots of emotional scenes." When the police arrived Melissa had left the house. They found her a few minutes later walking in the rain a short distance away. She was arrested and charged with running away. Melissa explained to the police that she did not want to return home because she and her mother were not getting along and because her father beat her. She asked the police if she could go to live with an aunt. However, her mother would not give her approval because "it wouldn't look right." Melissa then spent eight days in detention before she was returned to her parents' home. A few days later the police received a call from Melissa asking that they please come get her because she had just had an "argument" with her father and she was afraid he would hurt her. When the police arrived, they arrested Melissa at her request and again charged her with running away.

This time Melissa waited in detention for two weeks until she was placed with a foster family and ordered to attend a day school for troubled girls where she could receive counseling. Melissa was unhappy at the new school and eventually was dismissed for fighting with other girls. A few days later she was also asked to leave her foster home for "abusing the telephone" and having a "belligerent and non-conforming attitude," according to her foster parents.

Melissa was then placed at St. Ann's, a residential parochial school for "difficult" boys and girls. After a month and a half she ran away from there. While on the street she tried unsuccessfully to find a new

foster home so she would not be returned to St. Ann's. Apprehended by the police, she refused to go back to St. Ann's and was placed in detention where she remained for two weeks.

She was then placed in a community residential program but was soon dismissed for leaving without permission to attend a local fair and for spending time with an unknown young man. She was returned to the detention center for four months before being committed to the state training school for girls.

Case History 3

Sally is 17 years old, white, and has spent the last two and a half years in a state training school. She was sent to the institution because of a long history of running away and truancy. She also allegedly had been involved in prostitution since age 13, although this was never proven in court.

Sally lived in the suburbs of a major metropolitan area with her mother and maternal grandmother. Her mother, divorced since Sally was 12, is unskilled and has been living on welfare for the past five years.

Sally's problems began soon after her father left home. She began to stay out of school and ran away from home frequently. Her mother turned to alcohol as an escape and soon became so unable to cope with Sally that she asked her mother to come and live in their home to help raise Sally. The school finally turned Sally's case over to the county probation department. After extensive testing, the department recommended that Sally be placed out of the home. Although an institutional setting was not recommended for Sally, other alternatives, including foster care, had a three-month waiting list for girls. Because there were no appropriate community-based residential programs for young women in Sally's community, she was sent to a state institution.

After she was released, she immediately started her pattern of running away again. She was eventually transferred to a secure institution, but her behavior did not improve. After spending eight months in a secure setting, Sally was paroled to her own home. This decision was made solely because the facility in which she was confined was being converted to a program for difficult boys.

Sally was seen once by an aftercare counselor after returning home. During that visit, the counselor explained the rules of parole but made no effort to help her enroll in school or in a vocational or job training program. Sally stayed at home for two weeks. She disappeared one evening has not been heard from since.

Case History 4

Marie is 14 years old, white, and four months pregnant. The father of her expectant child is black. She is the only daughter of a family

that lives in a wealthy suburb. Her father is a school principal and her mother is a housewife and an avid club woman. Marie is pretty and of average intelligence. She is very interested in art and started staying out of school just before her 13th birthday to go to art museums or art galleries in the city. Her father demanded that she attend school and prohibited her from enrolling in art courses in her school. Her grades continued to be between B's and C's, which, while satisfactory by most standards. were not good enough for her father. He insisted that they improve. Her mother was too busy with her clubs and volunteer work to spend time with Marie.

The pressure became so great that she ran away. When she was picked up by the police, her parents demanded that she be charged with incorrigibility. Marie was sent to a juvenile detention center where she stayed for three months. During her stay she became pregnant. She was then sent to the state training school where during the routine entrance physical, she learned she was pregnant.

The next few weeks were a confusing, tense time. Her parents wanted her to have an abortion but she refused. The training school personnel insisted that she could not remain there because of inadequate programs for pregnant girls. Because of her history of running away, it was decided not to place her in a home for unwed mothers.

Finally, foster care arrangements were made on the condition that she would give up her baby for adoption as soon as it was born. Just before her transfer to the foster home, Marie developed complications with her pregnancy and had to be hospitalized. A conflict arose, as to who was responsible for her medical bills, so, after she was released, Marie returned to the training school. Three weeks later the issue was resolved, and Marie was placed in a foster home. She is still there awaiting her baby and has not seen her parents.

Case Study 5

Tess, the youngest of nine children, was 14 when she was committed to the state department of youth services. Her parents referred her to court because she stayed out overnight and has an explosive temper.

Her parents are separated. Her father is chronically ill, and her mother is under the care of a psychiatrist. Several times the father offered to allow Tess to live with him, but he never followed through.

Tess spent a month at a local detention center before she was placed in a foster home. After a week she ran home to her mother, who had her sent back to the detention center after Tess was troublesome. Tess was sent to the state training school after a six-week wait in local detention. Again, she ran home. Again she became difficult and was returned to the detention center.

In a period of two years, Tess passed through every secure placement program in the state. The court docket indicates that her crimes escalated from "runaway—stubborn child" to larceny, assault

with intent to commit robbery, breaking and entering, larceny of firearms and possession of drugs.

Tess' temper has caused her to inflict physical harm on herself. When she was 16 and was arrested for the third time on larceny charges involving firearms, she broke several bones in her hand after banging it against the bars of her cell in the county jail.

She and two other inmates at the county jail dug their way through a double brick wall to freedom only to be rearrested several hours later. A second jail break was also futile, and Tess is now serving two years at the state women's prison where heavy doses of drugs are prescribed to control her.

Case History 6

Lisa is an 18 year old, white Protestant, with one older and one younger brother. Her childhood was spent in the southwest with her father, a skilled machinist, and her mother, a teacher. Lisa reports that as a child her mother was physically abusive to her, at one point assaulting her in the face and breaking several teeth. Alienated from her mother, she looked to her father for protection. When at the age of 12, he began having sex play with her, she reported she welcomed the attention despite the fact she felt it "wasn't right." Shortly after this, her parents divorced and her father began living with another woman. Lisa began running away from the mother's home until the courts granted her to the custody of the father, because her mother stated she could not control her.

The sexual play with the father continued when he was granted custody of her. At age 14, the father, while drunk, forced Lisa to have intercourse with him. Lisa told her stepmother about the situation, but the stepmother refused to believe her, stating she was misinterpreting his "fatherly affection". Thereafter, intercourse occurred at least monthly for approximately one year, usually when the father was drunk. Lisa sought escape by using drugs. At age 16, she was rescued by being arrested for possession and put in a juvenile home. She has not had to return home since then, but told no one of the reasons for her drug use until she entered this study.[1]

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STATE PROFILES

Data provided by state and local agencies and institutions provide additional insight into the characteristics of the young female offender. Some jurisdictions maintain only minimal information about juveniles but others provide detailed socio-economic data as well as the standard information concerning prior records, offenses charged, and length and type of disposition.

Although the selected reports below indicate that noticeable geographic variations do exist, a national profile of the girl in trouble emerges. Typically, she is a white status offender, approximately 15 years old, from an economically poor family.

Kentucky

In 1974 the typical young female offender in Jefferson and Louisville counties was a first offender (64.3 percent) and came from a broken home (68.6 percent).[2] She was referred to the juvenile courts by the police (64.1 percent), although she had been charged with a minor criminal or status offense (85 percent). Sixty-seven percent were white. The average age of all white juvenile females arrested was 14. The average age of all black juvenile females arrested was 13.

Although males were five times more likely to have been referred to the juvenile court for a major criminal offense, girls were committed to institutions at only a marginally lower rate than males. Females were also more likely to be placed in detention centers than males and to remain there longer. And although males received community treatment at nearly twice the rate of females, boys were placed in foster homes or temporary custody arrangements at a much lower rate than girls.

The statistics also indicate that the girls, more likely to come from poor or public assistance families than boys, were more frequently from families with unemployed heads of households. A higher proportion of the boys live with both parents.

Texas

In one juvenile detention facility in Texas, 49.7 percent of the total population was female. Most of them (82 percent) were between 14 and 16 years old, and the majority (71.8 percent) had no history of prior commitment. Fewer than 20 percent of the girls detained had been charged with criminal offenses.

Of the total population in detention, 56 percent were black and 45 percent came from one-parent families. Over 80 percent of the referrals originated from the police department and an additional 17 percent from social service agencies.

Over 41 percent of the detainees were charged with status offenses including running away, ungovernability, disorderly conduct, curfew violations and truancy. The most frequently cited offense, running away, represented 32 percent of the total offenses for which girls were detained and almost 80 percent of the noncriminal offenses. Females accounted for only 6 percent of the property offenses and 11 percent of the personal offenses of the total population in detention.

Minnesota

Most of the female juveniles committed to Minnesota state institutions in 1975 were between the ages of 15 and 16, from rural counties (64 percent), and white (75 percent).[4] Blacks accounted for 8 percent, native Americans 11 percent and Mexican Americans 4 percent.

Although more females were committed to juvenile institutions for status offenses (42 percent) than other offenses, most males were committed for offenses against persons (55 percent). Next to status offenses, females were most frequently committed for property offenses (25 percent) and for revocation of parole or probation (19 percent).

South Carolina

Of a sample 358 youth population studied by the South Carolina Department of Youth Services between 1973 and 1974, 24 percent of the referrals were female.[5] Fewer than 7 percent of the girls, however, had been charged with criminal offenses. Boys accounted for 89.5 percent of all the commitments for criminal charges. In contrast, the majority (57.8 percent) of the state's status offenders were female.

Almost 48 percent of the status offenders surveyed came from urban families with annual incomes between $5,000 and $10,000. An additional 31.4 percent were from families in a lower income bracket, although only 15.7 percent of those families received public assistance. The majority of status offenders came from family units in which either both (39.7 percent) or one (37.2 percent) of the natural parents was present.

Over 81 percent of the status offenders in the sample had no history of prior commitments. Of the 19 percent with prior records, 77 percent had been previously charged with status offenses. The majority of youth previously committed was male.

More than one-third of the sample population had been charged with larceny. Of the status offenders, however, 31.4 had been charged with incorrigibility, 36.4 percent with running away and 30.6 percent with truancy. The remaining 1.6 percent were committed for violating curfew.

The typical status offender in the sample was a 15-year old white female placed at either her normal grade level (38.18 percent) or one grade below (30.6 percent) in the juvenile institution or evaluation center to which she was committed. The typical criminal offender, on the other hand, was a 16-year old black male who was slightly more likely to be placed at his normal grade level (41.6 percent) and slightly less likely to be placed one grade below (20.65 percent).

California

The average age of a female juvenile offender in 1974 was 16.6 years old, just over a year younger than the average age of a male juvenile offender.[6] More females were committed to an institution for narcotics and drug-related offenses (15.6 percent) than other offenses.

In order of frequency, additional offenses for which young women were committed included running away and incorrigibility (12.7 percent), assault and battery (12.3 percent), and robbery (11.8 percent). In contrast, males were most frequently committed for robbery (19.7 percent), burlary (17 percent), and assault and battery (15.6 percent). Running away and incorrigibility accounted for only 2.7% of all male commitments.

Thirty-seven percent of all girls committed to the California Youth Authority came from homes receiving public assistance. Seventy-eight percent came from broken homes. Over 50 percent had at least one parent or sibling with a criminal record.

Seven percent of the female offenders were married at the time of commitment and 13 percent had children. Of those young women in the labor force, 7 percent were employed full-time compared to 19 percent of the boys. Twenty-six percent were last enrolled in or below the ninth grade.

Pennsylvania

In 1966 the average age of the girls referred to juvenile court in Pennsylvania was 15, according to data provided by the Pennsylvania Department of Children and Youth.[7] Almost half (47 percent) were non-white. Only 36 percent lived with both their parents and 33.4 percent came from poor families with an income level of $3,000-4,999. The majority (66.5 percent) had no prior records.

Most of the girls were charged with status offenses (57.36 percent) with the largest categories being "ungovernable behavior" (23.08 percent), running away (23.19 percent), and sex-related offenses such as promiscuity (17.19 percent). The rest of the young women referred to court were charged with criminal offenses — i.e., misdemeanors (25.9 percent) and felonies (14.04 percent). The criminal offense that young women were most frequently charged with was shoplifting (5.23 percent).

Although the majority (58.3 percent) of all young women were referred to court by the police or other law enforcement agencies, 19.13 percent were referred by their parents or other relatives. Schools and social service agencies were responsible for 14.84 percent of the remaining referrals.

Status offenders in Pennsylvania were more likely to have a prior referral record and more likely to be detained than girls charged with criminal offenses. Of the total referrals, 36.8 percent were placed in a detention center, 3.7 percent were held in jail and 3.9 percent received some other form of shelter care. The majority—55.7 percent—were not detained at all.

NATIONAL STATISTICAL DATA

National statistics are available on the numbers of juveniles at three different points in the juvenile justice system — arrest, referral to court, and confinement in institutions.

Arrests

Juvenile delinquency and the rising juvenile crime rate have been the subject of considerable national concern in recent years. The *Uniform Crime Reports* (*UCR*) compiled by the Federal Bureau of Investigation show that juvenile arrests increased 13 percent in the period between 1970 and 1975.[8] In 1975, approximately 351,000 females and 1,284,000 males under 18 were arrested. Juveniles now account for an alarming 43 percent of all arrests for index or serious crimes (i.e., burglary, robbery, homicide, rape, aggravated assault, motor vehicle theft, and larceny), although youth between the ages of 10 and 17 account for only 16 percent of the total population.

The FBI reports that the Index Crime arrest rate for female juveniles has increased 56 percent in the period between 1970 and 1975: the comparable figure for males is 30 percent. In 1975, 21.4 percent of all persons arrested under 18 were female, representing a decrease of .1 percent since 1970; female juveniles also accounted for 10.6 precent of all juvenile arrests for violent crimes (i.e., murder, rape, robbery, and aggravated assault), an increase of 1.2 percent since 1970.

These headline statistics create an image of growing numbers of young, violence-prone female criminals terrorizing our communities. A closer look at the 1975 UCR data, however, is warranted. Although the total number of girls arrested *is* on the rise — and the gap between the numbers of girls and boys arrested for violent crimes *is* slowly closing — the majority of girls in trouble with the law continue to be arrested for minor criminal offenses or so-called children's crimes. Only 2.2 percent of all arrests of females under 18 were for violent crimes; some of these represent cases where the police overcharged a juvenile. For example, a youth was arrested for robbery, when he took a dime away from another child.[9]

Over two-thirds of all arrests of female juveniles are in three categories of offenses: property crimes which include burglary, larceny-theft and motor vehicle theft; running away and what the UCR terms "all other offenses." The UCR provides the following information about these categories:

In 1975 the largest arrest category for females under 18 were *property crimes* (33.1 percent). This was an increase of 6.1 percent since 1970. Compared to males, females accounted for 19.7 percent of all property crime arrests of persons under 18 years old. Most (88.5 percent) of the female juvenile property crime arrests were for larceny-theft.

Running away accounted for an additional 23.3 percent of all arrests for females under 18 years in 1975, making it the second largest category of offenses. Females under 18 accounted for 57.6 percent of all arrests for running away.

An additional 12.1 percent of all females under 18 years who were arrested in 1975 were charged with *all other offenses (except traffic)* a category which presumably includes truancy, incorrigibility, promiscuity, etc. This represents the third largest category of violations for which females under 18 are most frequently charged. Compared to males, females accounted for 20.8 percent of all juvenile arrests for "all other offenses."

To complete the picture, females under 18 were arrested for the following other offenses in 1975:

Percentage of Other Arrests in 1975

	Percent
Curfew and Loitering	5.2
Disorderly Conduct	4.6
Liquor Laws	4.4
Narcotic Drug Laws	4.4
Other Assaults	3.6
Vandalism	1.9
Aggravated Assault	1.3
Drunkenness	1.1
Robbery	.85
Stolen Property	.65
Offenses against Family and Children	.47
Prostitution	.45
Forgery and Counterfeiting	.47
Weapons; Carrying, Possession	.31
Fraud	.002
Sex offenses (except rape and prostitution)	.002
Driving under the Influence	.002
Vagrancy	.001
Arson	.001
Homicide	.0004
Embezzlement	.0003
Rape	.0001

Court Data

A second source of national data about the young female offender is the juvenile courts. [10] Although the data from the National Center for Juvenile Justice is broken down by sex, it does not identify the referral source (i.e., police, parents, schools, or social welfare agencies) or the types of offenses for which the girls are referred to the courts.

Over one million cases, excluding traffic, were handled by the juvenile courts in 1974, reflecting a 9 percent increase since 1973. Girls accounted for approximately one-fourth of that total, or roughly 250,000 cases. In 1957—the first year for which national

statistics were available—girls accounted for 19 percent, or 82,000 of all juvenile court referrals. There has been no noticeable increase in the proportion of girls to boys referred to juvenile court for the period from 1970 to 1974.

Given that the police are the major source of referral to the juvenile courts, the types of offenses for which girls are referred probably parallel the types of offenses for which they are arrested. Presumably, most of the cases of females under 18 in the juvenile courts involve larceny or such status offenses as running away or violating curfew; few can be categorized as *serious* and even fewer involve violence. Additionally, because referrals from schools (truancy), parents (incorrigibility), and social service agencies (dependency or neglect) are less likely to involve criminal offenses than referrals from the police, it is assumed that even more female juveniles than the FBI statistics indicate are introduced to the juvenile system for *children's crimes.*

Correctional Institutions

A third set of national statistics are available from the custodial institutions—detention centers, training schools, group homes, forestry camps, halfway houses and ranches—which house juvenile delinquents and status offenders. The latest LEAA data indicates that 44,922 juveniles were confined in state and local public institutions on June 30, 1974.[11] A little over 10,000, or 23 percent, of the total population confined were female—a percentage roughly comparable to both the arrest and court referral data. The data also shows an additional 31,749 juveniles were confined in private institutions, of whom 30 percent were girls.

These statistics are broken down by offense categories: "adjudicated delinquency," "juveniles in need of supervision," and "held pending disposition by court." Although only 40 percent of all confined "juveniles in need of supervision" are females, a higher proportion of the total females confined are "juveniles in need of supervision": one out of every five females confined is a "juvenile in need of supervision" compared to one out of every twelve males confined.

The confinement statistics for delinquent, or criminal, offenses suggest a similar pattern. In 1974, 73 percent of all boys in custody in public institutions were awaiting trial or serving sentences for criminal offenses. In contrast, only 56 percent of the girls confined in juvenile facilities during the same year were either awaiting trial or serving sentences for criminal offenses. Despite the increasing emphasis on the need for alternatives to incarceration for "juveniles in need of supervision," a review of the 1973 statistics indicates that the problem may have worsened: 77 percent of the males were confined for delinquent offenses compared to 60 percent of the females; therefore, more "juveniles in need of supervision" of both sexes were in custody in 1974 than in 1973, with a slightly greater increase for females.

Conclusions

The comparison of arrest, court referral, and confinement data suggests some disturbing facts:

> Although females under 18 account for only ten percent of the juveniles arrested for violent and serious crimes, they are just as likely as the arrested males under 18 to be incarcerated.
>
> A female status offender is more likely to be confined than a male status offender.

A closer look at the confinement data reveals additional disparities:

> Although only 21 percent of all juveniles arrested are females, 30 percent of the total population confined in local detention facilities and 22.2 percent of all those incarcerated in training schools are females under 18. In comparison, females represent only 6.8 percent of all juveniles sentenced to ranches, camps and farms, 22.8 percent to halfway houses, and 28.6 percent to group homes.

In short, female juveniles are more likely to be confined for status offenses than males and more likely to be confined in jail settings. These disparities in treatment appear to be increasing.

The next section offers some constructive suggestions for change including ideas for community preventive efforts and community programs for girls who are in need of services.

PART III
WHAT CAN BE DONE?

I'm at the Children's Shelter because I ran away from home over a year ago. I ran away, not because I was abused, but because I started to hate my father. I mean, I just really hated him. I couldn't live in the same house as him, so I ran away. My father found me and he beat me up. I got sent to the hospital and from the hospital they called the Bureau of Child Welfare.

Then I went to court five times. Finally, my father showed up and he admitted to the charges, and now I am in the custody of the warden. Supposedly soon, a smaller unit will be found for me. That is where I am until I'm 18.

Interview with Thelma, age 15[1]

Despite growing concern for their problems, little effort and money has been spent on the development of programs and services for young women who have come to the attention of the juvenile justice system. In 1975 the Law Enforcement Assistance Administration's Task Force on Women reported that only five percent of all federally-funded juvenile delinquency projects were specifically female-related and that only six percent of all local monies for juvenile justice were spent on programs for females.[2] Although the task will not be easy, tremendous potential for addressing the problems of young women in trouble exists in every community. The Juvenile Justice and Delinquency Prevention Act of 1974 provides federal support for new programs for juvenile offenders and specifically requires that assistance be made available to all "disadvantaged youth, including . . . females."[3] In addition, a wide range of existing state and local resources could, if coordinated, directly service the young female offender population.

The Juvenile Justice Act, administered through the Law Enforcement Assistance Administration's Office of Juvenile Justice and Delinquency Prevention, provides funds to state and local governments to assist them in the planning of comprehensive juvenile justice programs. To date, Congress has appropriated $140 million to be distributed on the basis of population among the 50 states. In order to receive these funds, states must present a plan which both outlines local needs and presents an approach to solving local juvenile justice problems. States are only eligible, however, if they agree to "deinstitutionalize" status offenders and place them in suitable community-based shelters.

The Act also requires that 75 percent of state juvenile justice funds be used to create new programs which provide "community-

based alternatives to juvenile detention and correctional facilities." More specifically, the legislation calls for the development of:

> Community-based programs which provide residential care for youth;
>
> Services (e.g., counseling, child care) for parents and families of youth in the juvenile justice system;
>
> Services (e.g., recreational, vocational and educational) intended to prevent delinquency and divert youth from the juvenile court;
>
> Programs which help prevent drug and alcohol abuse; and
>
> Educational programs designed to encourage youth to stay in school.

In the states[4] that are participating in the Juvenile Justice Act program, the requirement of deinstitutionalization of status offenders should have a significant impact for the thousands of young women currently detained and confined in institutions. But, prior deinstitutionalization efforts have indicated that locating adequate community placements for girls can be a difficult task and planners are cautioned to avoid the understandable mistakes of the past.

In 1971 when Massachusetts initiated the deinstitutionalization of its juvenile offenders, the State Department of Youth Services (DYS) found it more difficult to place girls than boys. At the time, the Commissioner of the Department, Joseph Leavey, commented:

> ". . . its much more difficult to work with teenage girls than teenage boys, and you find fewer people in the community who really want to do it, even the professionals in the field. After all, I think most agencies are run by men, and men are afraid of teenage girls."[5]

The Assistant Director of Girls Services for Massachusetts observed that many existing community programs for girls would not accept court referrals because they considered the girls "too verbally and physically aggressive."[6] Due to the difficulties encountered in the deinstitutionalization effort in Massachusetts, the Lancaster State Training School for Girls was the last to close in July of 1974, nearly four years after all of the major boys' institutions had been vacated.[7]

When deinstitutionalization was first attempted in Massachusetts, many girls were placed in community-based programs designed primarily for boys. Consequently, the special needs of girls were frequently overlooked. According to a team of researchers at the Harvard Center for Criminal Justice, the recidivism rate for girls during the first six months deinstitutionalization was in effect increased by six percent while the rate for boys remained relatively stable.[8]

Another problem which surfaced in Massachusetts was DYS's inability to develop new community-based programs as quickly as they were needed. In order to place all the youth from institutions in the community, DYS found it necessary to "purchase services" from individuals and private organizations. Although this proved to be a successful approach in the majority of cases, privately-run programs proved inadequate for difficult-to-handle girls.

A group of researchers from the University of Minnesota has reported an additional problem resulting from deinstitutionalization efforts. In a national study, *Community-Based Alternatives to Juvenile Incarceration*, they found that "expansion of community-based programs for juveniles does not, on the whole, appear to be reducing levels of incarceration."[9] Rather, those programs are now accepting "shallow end offenders" or youth who ordinarily would not have been incarcerated if a community facility had not been available.

In addition to finding ways to minimize the impact of deinstitutionalization problems there are several issues planners should also address before implementing community programs for girls. They include whether or not girls and boys should be served in separate programs and facilities, the extent to which there should be special programs for offenders, and the extent to which youth should be involved in program planning and policy-making.

Coeducational v. Single Sex Programs

One of the advantages of coed programming is that a wider variety of activities can usually be provided. As a result, boys and girls are able to take advantage of programs that are less sex-stereotyped. For example, both sexes can be offered courses in auto mechanics, parenting, plumbing and home economics.

Additionally, placing boys and girls in the same program may encourage healthier relationships between the sexes while single sex programs may promote homosexual relationships between young people who ordinarily would not make that choice.

Many coed programs accept more boys than girls simply because there are more boys in need of services. A coeducational program with a disproportionate number of males may have a negative effect on both the boys and girls. The boys may feel a need to be more competitive, thereby discouraging the girls from fully participating in program activities. A program with a larger number of boys also may place minimal emphasis on the special needs of girls.

Each of these arguments are relevant and deserve some attention.

Special v. Integrated Programs

Placement in a program for offenders often reinforces a young person's poor self-concept. The labels *offender* or *delinquent* can also influence others in the community to consider her a troublemaker.

Unfortunately, most existing community youth programs are not equipped to deal with the range of needs of young women referred by the courts. If possible, however, it is usually preferable to integrate court-referred youth into existing programs, particularly work experience, alternative schools and recreational activities. This option may also prove to be more cost effective and it can eliminate duplicity of services. If an integrated approach is selected, however,

planners should be careful not to overlook the special needs of the young female offender.

Youth Involvement

In planning for the needs of young women, youth workers seldom take the time to consult the young women themselves. While many adults working in the juvenile justice system may assume that they understand the concerns and problems of young people, a well-intentioned effort may fail if youth are not involved in the planning process. One way to insure that the needs of young people are addressed is to have youth representatives serve on local and state employment and training councils and on juvenile justice planning committees. Youth should also be represented on advisory boards to community youth programs and youth service agencies.

BABY

PROGRAMS FOR YOUNG WOMEN IN THE JUVENILE JUSTICE SYSTEM

The remainder of this section is devoted to a brief discussion of the needs of young women in the juvenile justice system and descriptions of programs which respond to those needs. The first section offers a selection of program ideas specifically designed for young women in the juvenile justice system. The second section describes a range of programs which offer the kind of support services useful to all young women, and urgently needed by young women in trouble. Support services, vital to the prevention of delinquency, should also be emphasized for young women on probation, in detention, community-based programs and state training schools.

All programs described in this chapter were identified by the staff of the Female Offender Resource Center through contacts and correspondence with employment and training administrators, criminal justice planners, representatives from state youth service agencies, and child advocacy groups. They are not offered as models but rather as guides to those interested in designing additional community programs for young women.

ALTERNATIVES TO DETENTION

Many young women are held in detention centers not because they are a danger to the community but because there is a lack of alternative programs or facilities.[10]

Detention centers are maximum security institutions. They are designed as temporary holding facilities, and do not attempt to provide substantive educational, vocational or recreational services. At a time when young women most need support, guidance, care and help, they receive very little.

Several communities have developed emergency shelter care programs for runaways and other non-dangerous youth as alternatives to detention. Some have identified individuals in the community who will take youth into their own homes on an emergency basis. Others have renovated YWCA's, restored townhouses or other buildings in center city communities for use as temporary shelter facilities. The best emergency shelter care programs provide supportive services (education, medical attention, recreation, work experience) to girls and have developed structured, individualized programs designed to make the period before adjudication a productive one.

The description of the Proctor Program is provided as an example of such a program. Several other programs which provide emergency shelter care to runaways or youth who ordinarily would be unnecessarily held in detention or jail are also listed.

Proctor Program for Detention of Delinquent Girls
New Bedford Child and Family Services
141 Page Street
New Bedford, Massachusetts 02740
(617) 996-8572
Contact: John E. McManus

The Proctor Program is a *detention care* program designed to assist young women—ages 12 through 17—who are scheduled to appear before the juvenile court. Individual proctors or advocates take young women into their homes and provide them with individualized day-to-day care and support.

The major objectives of the Proctor Program are to assure the court appearance of young women in the program's care; to assure that young women in the program will cause no harm to themselves or others prior to court appearance; to enhance the young women's self-esteem and give them the opportunity to think about their problems; to help enable young women to achieve and maintain a level of self-sufficiency; and to strengthen family life by attempting to improve relationships between young women and their parents.

The Proctor Program serves an average of six young women at any given time, and serves 75 to 100 young women annually.

Proctors assigned to care for the youth are single women between 20 and 30 years old. Proctor selection is based on the desire and ability to work with young people as well as skills which can be shared with youth, i.e., bike riding, hiking, camping.

The Proctor Program has operated for over two years and is funded through a purchase-of-service contract with the Massachusetts Department of Youth Services (DYS). Youth are referred to the program by the DYS and remain three to four weeks.

Other programs providing emergency shelter care and alternatives to detention include:

Volunteer Beds for Status Offenders
Community Services Planning Advisor
Florida Department of Health and Rehabilitative Services
1323 Winewood Blvd.
Talahassee, Florida 32307
(904) 488-1391
Contact: Jeffrey Schembens

New England Home for Little Wanderers
161 South Huntington Avenue
Boston, Massachusetts 02130
(617) 232-8600

Shelter House
712 Burnett Avenue
Ames, Iowa 50010
(515) 233-2330

Transient Youth Center
132 West Ninth Street
Jacksonville, Florida 32206
(904) 354-0400
Contact: Gwen Gates

ALTERNATIVES TO STATE TRAINING SCHOOLS

Numerous community-based programs for youth have been developed in the past five years as states have sought ways to avoid sending status offenders and delinquent youth to institutions.[11] These programs range from group homes or halfway houses to non-residential day care programs which provide daily support services to youth. Some are operated by state or local governments but the majority are private.

A national survey conducted by the National Assessment of Juvenile Corrections Project found that fewer girls than boys were placed in community-based programs, especially day care programs. The survey also found that the best vocational opportunities were made available in day care programs.

In theory, community-based programs are developed to respond to the individual needs of youth by coordinating community resources that provide a wide range of services and by working with the families of youth in need. In practice, the quality of treatment in these programs varies. Some of the worst conditions in privately-operated alternative programs were described by Ken Wooden in his book, *Weeping in the Playtime of Others.* He reported that in some of the programs he visited, children were subjected to untested drugs, forced to sleep outdoors in tents in below freezing temperatures, and required to shave their heads.[12]

The following community programs providing services to young women appear to be particularly innovative: the Sioux Falls Girls Club Communications Development Program provides daily services to young women who live at home; the Zion Group Home is a small group home which works with minority young women; and the New York Division for Youth operates an independent living program.

Day Care and Community Service Programs for Young Women

Girls Club of Sioux Falls, Inc.
Communications Development Program
206 North Fairfax Avenue
Sioux Falls, South Dakota 57103
(605) 339-2095
Contact: Gail Stechmann

The Sioux Falls Girls Club Communications Development Program is a delinquency prevention program for junior high school girls, ages 12-15. The young women, referred by the courts, police,

schools, parents and community agencies, are in need of special, individualized attention as a result of personal problems, difficulty in school, involvement with the juvenile justice system or drug and alcohol abuse.

The program serves 40 young women at one time for an eight-week period. Sessions are divided into four major topic areas:

Values Clarification and Communication—for example, participants explore personal values, learn to develop awareness and respect for the values of others, etc.

Human Sexuality—participants receive information and discuss reproduction, sexual problems encountered by teenage people, contraception, pregnancy, venereal disease, parenting, marriage, rape, etc.

Vocational awareness—participants receive information on employment resources available to young women locally and are counseled on how to complete a job application, how to apply for a job, how to prepare for an interview, etc.

Environmental awareness and wilderness skills—participants receive instruction in areas such as camping, backpacking, swimming, canoeing, map and compass, wildlife, etc.

Participants must commit themselves to participating for the entire eight week session. Meetings are held two or three nights a week, or on Saturdays for a total of four to six hours per week.

The Communications Development Program has operated since September 1976, and is funded by the South Dakota Criminal Justice Commission.

Other Day Care and Community Service Programs for young women include:

Teen Aid, Inc.
Volunteer Support of Probation Services
Family Court Building
1801 Vine Street
Philadelphia, Pa. 19103
(215) 563-2360
Contact: Dagmor Edith McGill

DARE Girls' Multi Services Program
4 Walnut Street
Sommerville, Massachusetts 02143
(617) 628-6776
Contact: Peggy Leonard

The Community Service Center for Women
New York Division for Youth
District 3
2 World Trade Center
New York, New York 10047
(212) 488-6682
Contact: Gwen Jones

Big Sisters of Greater Indianapolis, Inc.
615 North Alabama Street
Room 107
Indianapolis, Indiana 46204
(317) 634-6102

Project Friendship, Inc.
3201 Euclid Avenue
Cleveland, Ohio 44115
(216) 391-0331
Contact: Patricia Foote

Girls Club of Dallas
2607 Toronto Street
Dallas, Texas 75212
(214) 630-0868
Contact: Carlela Vogel

Volunteers in Diversion and Advocacy (VIDA)
The Junior League of Omaha
430 South 20th Street
Omaha, Nebraska 68102
(402) 342-7440

Big Sisters of Colorado, Inc.
1245 East Colfax Avenue
Suite 301
Denver, Colorado 80218
(303) 832-2153
Contact: Mona Ehrman

Adolescent Diversion Project
Community Psychology Action Center
Department of Psychology
University of Illinois
Champaign, Illinois 61820
(217) 333-8156
Contact: Edward Seidman

Group Homes

Zion Northside Group Home, Inc.
1700 Penn Avenue North
Minneapolis, Minnesota
(612) 521-3666

The Zion Northside Group Home is sponsored by the Zion Baptist Church and is a state licensed, community-based residential program for inner-city and minority young women ages 12-16. The program serves nine youth at one time.

Young women are referred to Zion when they are unable to return to their own homes. Zion accepts young women with problems related to truancy, running away, family conflicts, pregnancy, prostitution, etc.

Residents of the program receive individual counseling and tutoring. They must agree to attend school while living at Zion, and they must want help in working through their problems.

Zion, currently in its third year of funding, is supported by the Governor's Commission on Crime Prevention and Control. The cost per youth per day is $9.79.

Other group homes serving young women:

Hogares, Inc. (coed)
P.O. Box 6342
Albuquerque, New Mexico 87107
(505) 345-8471
Contact: Shirley Van Haren

DeKalb/Clayton Girls Group Home
2209 Boulevard Granada, S.W.
Atlanta, Georgia 30311
(404) 758-6826
Contact: Diana Fox

Tryangle House
2115 Belmont Blvd.
Nashville, Tennessee
(615) 298-3345
Contact: Eugenia Moore

Independent Living Programs

Alternatives Grant/Independent Living Program
New York State Division for Youth
84 Holland Street
Albany, New York
(518) 474-2243
Contact: Ernie Reis

Currently under evaluation as an alternative to institutionalization within the New York Division for Youth is an Independent Living Program (ILP) designed to serve status offenders. Youth participating in the ILP are supported through direct subsidy payments intended to cover expenses they incur as they learn to live on their own (i.e., rent, food, support of educational or vocational endeavors, cost of child care, etc.). Together caseworkers and youth draw up a contract which dictates certain responsibilities both will assume to help the youth attain educational and vocational goals and to achieve independence. Contracts are drawn up for six month periods with an option to renew. Subsidy payments are reduced as youth manage to obtain self-support. The maximum monthly payment to youth in the ILP is $350.00 per month.

Youth referred to the program are from varying backgrounds and differ in age and status. According to Division for Youth officials, the ILP is not limited to youth who are "safe bets." Rather, the program has been particularly successful with youth who in the past

have fared poorly in group residence programs. It has also been effective in providing services to young women with children.

The ILP is funded by the New York Division of Criminal Justice Services. Currently 75 youth are supported by ILP contracts and approximately half of those enrolled in the program are young women.

For additional information on the independent living concept contact:

Sojourn, Inc.
Independent Living Program
142 Main Street
Northhampton, Mass. 01060
(413) 584-1313
Contact: Sharon Stickney

Secure Programs

Most proponents of deinstitutionalization agree that there are a small number of aggressive and emotionally disturbed young women who are a danger to the community and require treatment in a secure facility. Six years after the closing of institutions in Massachusetts, one of the biggest problems that remains is providing adequate facilities for the very aggressive, very disturbed youth. According to Judge Francis Pointrast of the Boston Juvenile Court, "We couldn't take care of them under the old system and we still can't."[13]

Ideally, youth who are confined in a secure facility should receive whatever individualized treatment they need. Unfortunately, we were unable to locate any programs which had fully implemented the concept of providing intensive care for dangerous youth. During its deinstitutionalization effort, the Massachusetts Department of Youth Services developed an intensive care model to be staffed by "ex-cons and folks that have a lot of good street experience, plus good clinical staff . . . schooled in psychiatry and psychology." However, according to Carol Peacock, Assistant Commissioner for DYS Girls' Services, "the design for a secure program model for girls is still in the experimental stages."[14]

In order to save money, secure programs could be located in existing structures such as renovated YWCA's, remodeled detention centers, or houses in urban or rural setting. Unlike most existing institutions, new secure facilities should have adequate recreation space and individual rooms to allow for maximum privacy.

Below are listed several youth service divisions which have or are planning innovative secure care models.

Massachusetts Department of Youth Services
Intensive Care Programs
294 Washington Street
9th Floor
Boston, Mass. 02108
(617) 727-7613
Contact: John Calhoun, Commissioner

Individualized Learning Center
New York Division for Youth
84 Holland Avenue
Albany, New York 12208
(518) 474-8445
Contact: Fred Bedell, Director of Education

Specialized Residential Programs
New York Division for Youth
84 Holland Avenue
Albany, New York 12208
(518) 474-4325
Contact: Larry Clark

Bureau of Youth Services
Pennsylvania Department of Public Welfare
Suite 4 and 5
Executive House
Harrisburg, Pa. 17101
(717) 787-6094
Contact: Bob Sobolevitch

SUPPORT SERVICES FOR YOUNG WOMEN

Employment and Training

In a national YWCA survey of 1,100 young women from four major cities, eighty-one percent of the respondents listed job training and assistance in finding a job as the community service they needed most.[15]

Employment can be particularly important to young women in the juvenile justice system. In describing a community vocational training program for young women committed to a state training school, the institution's superintendent explained that youth who secure employment are more apt to stay out of trouble:

> The return rate on these kids is phenomenally low—so much so that it scares you, because delinquency is supposed to be a very complex problem. But simply by gaining employment, the kids don't get into any more trouble. They escape the feeling of being on the bottom of the totem pole, of always being on the receiving end—in welfare, parole, probation, supervision, institutional care, etc. Their own self-concept has improved remarkably.[16]

Unfortunately, many young women in trouble do not have access to adequate job training and vocational preparation. In a national

study of youth in institutions, group homes and day treatment facilities, 71.4 percent of the females said they had no job opportunities available to them upon release. Eighty-one percent concluded that "it is hard to get a good paying and honest job."[17]

A 1975 survey of human services for young women in Massachusetts, conducted by the Boston Women's Collective, found that girls had fewer employment services available to them than boys. The study concluded that although "agencies offering employment services for young people subscribe to a policy of non-discrimination, girls are not involved in them to the same extent or in the same way as boys."[18] Furthermore, the report stated that many employment and training programs provide young women with "short-term, part-time work, but no real opportunity for job counseling or skill development."

According to the U.S. Department of Labor, nine out of ten girls will work in their adult lives and the majority of them will work due to economic need. Furthermore, three-fifths of all women workers are single, widowed, divorced, separated or have husbands earning less than $7,000 a year.[19] The need for a full range of employment services for young women in the juvenile justice system is readily apparent.

Employment counseling is a critical program component. According to a recent survey conducted by the Center for Youth Development at the University of Minnesota, adolescent women in correctional institutions prefer traditional careers and lifestyles. The girls surveyed believe that a woman cannot successfully combine marriage and a career, and many want to remain at home raising a family.[20] For many young women in the juvenile justice system, however, these attitudes are unrealistic. A number become single parents at an early age and may not be able to rely on a husband or parents for total support.

A successful employment program for young women in the juvenile justice system will also expose them to a wide variety of *job options.* Typically, girls are encouraged by a vocational preparation counselor to seek low-paying, sex-stereotyped jobs such as typing, child care or domestic work. Although many young women express little interest in jobs such as auto mechanics, machine repair and plumbing, most have never been encouraged to select occupations traditionally reserved for men.

Finally, vocational preparation and work experience programs serving young women in the juvenile justice system, should include a *job readiness component.* Many adjudicated youth come from families who suffer from chronic unemployment and they are unable to refer to working parents as models. They need guidance on how to find a job—where to look, how to complete an application, and what to expect in an interview. Many also need help in managing their own income (i.e., opening a bank account and balancing a checkbook). They also need practical advice on how to acquire transportation or child care, how to budget their time, accept responsibility, and how to work well with others.

The widespread unavailability of job training programs and employment opportunities for juveniles is aggravated by a variety of factors, including complex and restrictive child labor laws. While originally well-intentioned, such laws no longer reflect the actual needs and capabilities of youth. In a 1970 survey conducted by the U.S. Department of Labor, employers most frequently cited legal restrictions as their reasons for not hiring young people under 18 years old.[21] The same report indicated that union restrictions and the procedural complexities of obtaining work certificates contributed significantly to the high rate of youth unemployment.

The extent to which existing child labor laws should be modified, as well as questions concerning minimum wages for young people, are important concerns for communities which are attempting to address the problems of the young female offender. In addition, other options should be explored as ways of providing more meaningful vocational preparation and work experience to young women in the juvenile justice system. Local employers, union representatives and business people could organize to develop individualized training programs for young women who ordinarily would never be given the opportunity to work. Resource agencies and organizations which could be consulted include the employment and training administration, the Chamber of Commerce, the National Alliance of Businessmen, the AFL-CIO, Business and Professional Women's Club, and the Jaycees.

The programs described here were not designed specifically with the young female offender in mind but they include components which can respond to her needs, and are offered as ideas of what can be done.

Project Eve (Equal Vocational Education)
Center for Human Resources
University of Houston
Houston, Texas 77004
(713) 749-3755

Project Eve provides young women in the Houston area with information about women in the work force and assists in recruiting them into previously all-male vocational education programs at the high school level. Eve also assists local high school vocational educational departments in designing special programs and workshops which inform female students about available vocational education courses in their schools and communities. At this time young women are exposed to the variety of courses available to them (i.e., auto mechanics, plumbing, radio and TV repair, cosmetology, appliance repair, drafting, bricklaying, painting and decorating, printing trades, etc.). They attend vocational education seminars where speakers and resource people include other girls already enrolled in traditionally male vocational programs, women employed in traditionally male jobs, operators of apprenticeship programs, and employers interested in hiring women in traditionally male employment fields.

To assist Houston-area schools in their efforts to expose young women to their employment and training options, Eve has prepared

special resource materials for student and teacher use. They include: a 16mm film, ALL ABOUT EVE, which offers a history of women in the work force and interviews with women working in non-traditional jobs; background information and data on working women collected by the U.S. Department of Labor Women's Bureau; copies of relevant legislation affecting working women (e.g., TITLE VII of the Civil Rights Act of 1964 as amended in 1972); workshop exercises to assist young women in better understanding their career aspirations; and a manual on how to help implement equal vocational education in local communities and schools.

Eve was originally funded as a demonstration project in February, 1975, by the Division of Occupational Research and Development of the Texas Education Agency.

Vocational Exploration Program (VEP)
AFL-CIO Human Resources Development Institute
and the National Alliance of Businessmen
815 16th Street, N.W.
Washington, D.C. 20006
Contact: Tim Durkin

The Vocational Exploration Program (VEP) was initiated as a pilot program in the summer of 1976 and is a joint effort of the National Alliance of Businessmen and the AFL-CIO's Human Resources Development Institute. The objective of VEP is to expose disadvantaged youth to specific occupations and to help acquaint them with the world of work.

Employers participating in VEP represent labor organizations, trade organizations and private companies. Specific employment sites include furniture manufacturers, radio stations, electronics firms, data processing firms, union offices, retail stores, banks and health clinics. Employers structure a nine-week program designed to fit the particular needs and interests of individual youth. Through a combination of field visits and classroom training, participants are introduced to the major functions of an employer's operations. They are prohibited from performing hands on work resulting in the production of profitable goods and services.

During the first summer of operation, VEP operated in 18 cities across the country and served 236 youth—124 females and 112 males—between the ages of 15 and 21.

During 1977, VEP will expand to serve 5,000 youth in 55 cities. The VEP program is funded by the U.S. Department of Labor's Employment and Training Administration.

The following programs also provide employment and training services to young women:

Career Awareness Program
Girls Club of Omaha
1023 N. 40th St.
Omaha, Nebraska
(402) 553-7337

Juvenile Offender Reintegration Program
Albuquerque Work Experience and Alternative Schools Program
217 Marquette Street, N.E.
Albuquerque, New Mexico
(505) 842-1445

Harbor City Learning Center
Mayor's Office of Employment and Training Resources
701 St. Paul Street
Suite 105
Baltimore, Maryland 21202
(301) 396-7090
Contact: Robert Ivery

Education

> I have strong feelings about schools not doing the job they are supposed to do. Schools should be the initial barometer of problems with kids . . . they ignore difficult kids, give them social promotions or suspend and expel them.[22]
>
> Director of Youth Services Agency

The employment and education-related problems of young women in the juvenile justice system are interrelated. A recent survey of young women confined in state training schools found that the majority were "functionately illiterate" and reading at the fourth grade level even though the average age was 16.[23] Obviously, the employment options for these young women are severely limited, and their educational needs must be addressed. Unfortunately, many girls in the juvenile justice system have been suspended or expelled from public schools.

The Children's Defense Fund reports that during the 1972-1973 school year, over one million children were suspended from school. The vast majority of those suspensions resulted from non-dangerous, non-violent acts such as truancy.

School suspensions usually deny help and support to the youth who most need it. According to the Children's Defense Fund:

> . . . Suspensions are highly correlated with juvenile delinquency. Putting children out of school, leaving them idle with no supervision, especially when they are demonstrating they have problems, leaves children alone to cope with their futures.[24]

In addition to the youth who are suspended, many more leave school voluntarily. Most young female dropouts leave school because they are pregnant.[25] When asked why pregnant young women in his school were encouraged to leave, one educator replied, "I have to think of the other children. We have an obligation to them—they are here for reading and writing—not sex education."[26]

Frequently, young women miss school due to other personal and family problems. Many are expected to stay home and care for younger brothers and sisters when their parents are unable to do so. Some are ashamed to go to school because they do not have the

money for clothes, books or supplies. Others have disabling medical or emotional difficulties.

The Children's Defense Fund suggests a number of ways that school systems can address the problems of troubled youth.[27] One is to sponsor workshops which encourage teacher sensitivity to discipline or behavior problems. Another is to organize student discussions or counseling groups to give troubled students a chance to express their feelings to teachers and other students. A third is the alternative school or in-school alternative education program.

An alternative school can address some of the particular needs of young women in the juvenile justice system. Some subject matters which might be included in the curriculum are:

Sex education — with emphasis on sexuality, birth control, gynecological care, venereal disease, etc.

Prenatal care and childbirth preparation for pregnant young women — with emphasis on diet, exercise, information on fetal development, and childbirth techniques.

Parenting and child care — with emphasis on child development, nutrition, "Parent Effectiveness Training," etc.

Independent living — with emphasis on basic survival skills (i.e., how to open a bank account, balance a checkbook, read a lease, complete income tax forms, fix a car, furnish an apartment, etc.).

Juvenile justice — with emphasis on how the system works and on the kinds of offenses young people commit.

Legal education — with emphasis on informing youth of their own rights.

Vocational preparation — with emphasis on job readiness (i.e., how to approach an employer, where to look for a job, how to complete a job application, information on responsibilities of working). This course might also include a work experience component.

Drug and Alcohol Abuse — with emphasis on the effects of different drugs and alcohol.

Reading — with emphasis on teaching youth how to read practical items such as job applications, leases and driver's manuals.

Every local school system should sponsor alternative curriculums such as the one outlined above. Public school sponsorship encourages community support for the program, assures accreditation, enables the program to recruit teachers with expertise in special education and juvenile justice, and, most importantly, it assures future financial support.

Chrysalis is a school designed especially for young women who, for a variety of reasons, have chosen to pursue an alternative to the regular school curriculum offered in their community.

Chrysalis
1757 West Wilson
Chicago, Illinois
(312) 769-0531
Contact: Michael McConnell

Chrysalis is an accredited alternative school for high school age young women. It serves female youth who have been truant from their own schools and others who are looking for a more challenging curriculum. They are predominantly from ethnic, working class neighborhoods.

The curriculum is designed by both staff and students and focuses on women's studies (i.e., women's history, women and health, social change and the women's movement). Traditional courses (i.e., reading, math, science) are also offered. The philosophy of the school reflects a cooperative rather than a competitive learning effort.

Students do volunteer work with local prison projects and social service agencies. Some work part-time while attending school.

Over 100 young women are currently enrolled in Chrysalis' two schools. The project is now six years old and is funded by private foundations and the Illinois Law Enforcement Commission.

Other alternative schools focusing on the needs and interests of young women include:

The Group School/Women's Studies Program Curriculum
345 Franklin Street
Cambridge, Mass. 02139
(617) 491-4884

Project Life
Kiwanis Branch Girls Club
109 East 26th Street
Wilmington, Delaware 19802
(302) 764-1382

Health Care

According to Dr. Hania Ris, medical director at the Wisconsin School for Girls for eleven years:

> It has been well established at the national level that young people who find themselves in juvenile court facilities display many health problems. Their medical care has been episodic and crisis oriented, at best.[28]

A report issued by the Division for Adolescent Medicine at Montefiore Hospital in New York stated that 50 percent of all children in New York City detention facilities suffer from "physical illness, exclusive of dental or psychiatric problems." Examinations of those youth revealed that "A large number of girls were not aware they were pregnant. . .others suffered from congenital abnormalities, ranging in severity from heart disease to kidney and endocrine defects." The report concluded that "in some cases, the presence of

these defects may have actually contributed to the youngster's school difficulties with resultant truant behavior and may have, in fact, been a factor in their difficulty with the law. . ."[29]

National statistics relating specifically to the health problems of court referred youth are unavailable. But according to a recent bill — the National Health Insurance for Mothers and Children Act — as many as ten million American children under 16 receive no medical care at all and half of the children under 15 have never seen a dentist.[30]

For many young women, health related problems, particularly drug and alcohol dependencies, result in conflict with the law. According to the National Institute of Drug Abuse (NIDA), junior high school age girls are catching up to their male counterparts in the use of alcohol and drugs. The NIDA survey found that in 1976 nearly 30 percent of all young women, compared to 36 percent of all young men, ages 12-17, are currently drinking. This represents an 8 percent increase since 1972 for the females. In 1975, 15,472 girls under the age of 18 were arrested on narcotics charges; an additional 20,365 were arrested for alcohol-related offenses.[31]

Many other young women are charged with incorrigibility or promiscuity because they are pregnant or sexually active. Parents frequently petition the court to take action when they feel they can no longer control their daughter's sexual activity. At a detention center in a major city in the midwest, we were told that nearly 80 percent of the girls currently detained were pregnant. The reasons given for their detention were that their parents would not allow them to return home and that there were no community programs currently available to them. According to Zero Population Growth nearly one in five births in the United States is to a teenager and 70-85 percent of those births are unplanned. Teenagers also account for one third of all the legal abortions performed in the United States. Sex education, birth control information, and pre- and post-natal care are critical services for young women in the juvenile justice system.

Recent publications on women and health have adequately addressed the spectrum of health care and education needed by most women.[32] The needs of young women in the juvenile justice system, however, are aggravated by complex administrative difficulties in human service and youth agencies. Committed youth are often unable to purchase health services and; consequently, their medical and emotional problems frequently go untended.

Innovative means of providing health care to young women at every stage of the juvenile justice system must be developed. Physicians and dentists might be encouraged to organize a cooperative clinic responsive to the needs of young women on probation and youth committed to community-based programs. In addition, women's clinics might set aside a period of time each week to treat young women. Local affiliates of groups like Planned Parenthood and Alcoholics Anonymous might sponsor special education courses to be held during after school hours at a community or neighborhood center. Similar approaches can also be used in detention

centers, state training schools and other secure facilities.

Descriptions of two community health programs are provided below. The Sommerville Women's Health Project is a women's clinic that provides special services to adolescent women. The Yale-New Haven Medical Center's Young Mother's Clinic provides pre and post-natal care and instruction to adolescent parents.

Somerville Women's Health Project
326 Somerville Avenue
Somerville, Massachusetts 02143
(617) 666-5290
Contact: Jeanette Hogan

The Somerville Women's Health Project was founded by community women concerned with the lack of local medical and health related services available to women of all ages. About 50 percent of all the women served by the project are adolescents—many of whom have had contact with the courts.

Two nights a week the project sponsors a medical clinic free of charge to low-income Somerville residents. Counseling on matters such as on birth control, venereal disease, abortion, and pregnancy is available regularly. The project also sponsors support groups for single mothers; childbirth education courses; and sex education sessions designed for adolescents and their parents. A newsletter providing health information of interest to women is published quarterly.

The project has operated for over six years and is supported by community grants and funds from private foundations.

Young Mothers Clinic
Yale-New Haven Medical Center
789 Howard Avenue
New Haven, Connecticut 06504
(203) 436-3625
Contact: Ruth Breslin

The Young Mother's Clinic is co-sponsored by the Department of Obstetrics and Gynecology, the Midwifery Program and the Social Work Program at Yale-New Haven Medical Center. Young mothers are referred to the clinic by the local school system and in some cases the courts.

Special clinic and education sessions are offered each week and young fathers are also encouraged to attend. Instruction includes childbirth preparation, nutrition, family planning, parenting, physiology and child development. The Department of Pediatrics works closely with the clinic to provide follow-up care to newborns if mothers request assistance.

Additional health care programs:

Division of Adolescent Medicine/
Montefiore Hospital
Spofford Detention Center Program
1221 Spofford Avenue
(212) 920-4321
Bronx, New York 10454
Contact: Ron Curylo

Prince George's Free Clinic
910 Addison Road, South
Seat Pleasant, Maryland 20027
(301) 336-1219

The Charlotte Drug Education Center
1416 Morehead Street
Charlotte, North Carolina 28204
(704) 374-3211
Contact: Stephen Newman

Legal Services

All youth who are charged with criminal or status offenses are entitled to legal representation in the juvenile court. Unfortunately, the court-appointed attorneys who are assigned juvenile cases are often overworked. Frequently they are unable to give more than minimal attention to an individual client.

Additionally, the legal services required by youth often extend beyond representation in juvenile court. For example, a young woman may need assistance in obtaining an abortion or relief from physical abuse at home. Minors who are parents may need counseling on legal matters pertaining to the custody and support of their children. A child who has been expelled or suspended from school may desire to contest the administrative decision.

Many youth who appear before the juvenile court have either runaway from their homes or are eager to live independently of their parents. Problems involving renting an apartment, obtaining working papers, and entering into a contract can often be eased by explaining the applicable law to the youth.

One solution to the problems of overworked public defenders and inadequate legal services for juveniles is a clinical program for law students who are interested in working with youth. Before appearing in juvenile court, a young woman could be given the opportunity to discuss her case thoroughly with a law student to inquire about the options available to her and to the judge, and to be informed about the community resources available to assist her with related problems. The client would benefit from the information, the public defenders' workload would be eased, and the law student would gain valuable knowledge and experience from working with youth. The cost of such a program can be kept to a minimum, particularly if the students are given academic credit for their work.

Law students could also assist attorneys in cases involving significant legal issues. For example, *Kremens* v. *Bartley*[33] a case currently before the Supreme Court, poses the question of whether or not children can be committed to mental health institutions by their parents without due process. Similar issues should be pursued in both federal and state courts to insure that the rights of children are adequately protected.

In many jurisdictions, a legal effort for youth could also have a legislative focus—addressing such concerns as restrictive child labor laws and overbroad juvenile codes.

The Judicial Advocates for Women, a Seattle-based group, have given special attention to providing legal services to young women. Their efforts are described below.

Judicial Advocates for Women
P.O. Box 4155
Seattle, Washington 98104
(206) 624-1489
Contact: Daryl Fallis

Judicial Advocates for Women provides referral and advocacy services for young women involved in the juvenile justice system. Program staff work cooperatively with public and private attorneys, caseworkers and parents to assure young women legal representation and to help guide them into community-based programs. Special attention is paid to the needs of young women who prostitute.

Judicial Advocates for Women has operated since January, 1975, and is funded through the Comprehensive Employment and Training Act (CETA).

Additional legal service programs:

The New York State Family Court Monitoring Project
State Headquarters
The Fund for Modern Courts, Inc.
36 West 44th Street
New York, New York 10036
(212) 869-1130
Contact: Sandra Solomon

Juvenile Justice Clinic
Georgetown University Law Center
600 New Jersey Avenue, N.W.
Washington, D.C.
(202) 624-8262
Contact: Wally Mlynier

Recreation

In 1974, the Girls' Club of America reported that although 68 percent of their local affiliates identified delinquency in girls as an issue of growing community concern, "overwhelmingly, there was evidence that in neighborhoods where Girls' Club centers were

located delinquency decreased."[34] In most communities, however, young women have limited recreational opportunities, and many existing organizations cannot adequately respond to their needs and interests.

In its survey of human services for young women in Massachusetts, the Boston Women's Collective reported that "most of the recreation departments surveyed were not providing equal program opportunities to young women." It also reported that in programs sponsored by "private associations that were coed and included adolescents, the emphasis was on male adolescents."[35]

Similar conclusions have been drawn by the Girls Clubs of America:

> . . .coed programs are for the most part still focused on the needs of boys. In most institutions, coed is not coequal. Girls are accepted but remain second class citizens in the design and funding of programs. They are clearly unequal in the attention given to their development toward equality and new, more challenging adult roles.[36]

Local affiliates of national young women's organizations such as the Girls' Clubs, the Young Women's Christian Association, and the Girl Scouts, are unsuccessfully competing with male counterpart organizations for funding. The Boston Women's Collective found that between 1972 and 1975 for every dollar of foundation support awarded to girls' programs, twelve dollars were awarded to boy's programs. In addition, a review of national United Way funding patterns in 1974 revealed that YMCAs received 6 percent of total allocations to all agencies, and YWCAs received 3.9 percent. Boy Scouts received 5.4 percent and Girl Scouts 3.1 percent; Boys Clubs received 4.2 percent; and Girls' Clubs 1.7 percent.[37]

Lack of funding has forced many young women's organizations to close their facilities or to shift their emphasis to adult women who are more able to contribute financially and generate outside funding support. Ironically, this prevents girls from having access to programs and facilities originally designed to serve them.

Lack of funding also makes it difficult to provide a wide range of activities for girls. Despite changing attitudes, most recreational activity for girls focuses on the traditional (i.e., baton twirling, sewing, cooking, etc.). New and innovative programs which challenge young women and respond to their interests are greatly needed, and the possibilities are numerous.

With increased emphasis being placed on the development of community-based residential facilities for juvenile offenders, program operators will find themselves looking more frequently to existing youth organizations and other community resources for help in providing supportive services to young women. The Girls Adventure Trails program is an example of innovative approach to providing activities to young women and young men in the juvenile justice system.

Girls Adventure Trails
4422 Live Oak
Dallas, Texas 75204
(214) 821-4422
Contact: Wanda Moore
Wes Marshall

Girls Adventure Trails is a delinquency prevention program serving young women 9-16 years of age. Youth are referred to the program from the Dallas Department of Public Welfare and are either adjudicated delinquents or the victims of child abuse or neglect.

During the initial four week period of enrollment, young women are taken on a camping trip, supervised by fulltime counseling staff. (Each group consists of 10 young women and three fulltime staff—a single woman and a married couple.) The young women are taught how to function on their own in the out-of-doors and are expected to work cooperatively with the rest of the group. Group therapy sessions are held regularly during this period. While the youth are camping, parents are requested to attend weekly group counseling sessions.

Upon their return, youth are assigned a volunteer counselor who works with them on an individual basis, providing support and assistance for six to nine months.

Girls Adventure Trails is a component of the Dallas YWCA. The program has been operating for eight years and is funded by the Dallas Department of Public Welfare and through private contributions.

Additional recreational programs:

4-H Juvenile Justice Program
Extension Service
Utah State University
UMC 49
Logan, Utah 84322
(801) 752-4100, Ext. 8293
Contact: Art Jones

Junctions Art Program (JAP)
100 North Court Street
Box 206
Westminster, Md. 21157
(301) 848-6100
Contact: Derek Neal

PART IV
RESOURCES

STATE AND LOCAL TASK FORCES

In order to identify the needs of young women and to assure that they receive equal treatment and services, some states and communities have formed local task forces. The first of these was organized in Massachusetts in 1974. Regional groups sponsored by different women's organizations or community action projects met regularly over the period of a year to assess the problems of young women in their own jurisdictions. Within that year two statewide conferences were held to provide a forum for sharing information and presenting recommendations to the Massachusetts Department of Youth Services (DYS) and a special committee appointed by the Governor. These efforts resulted in the creation of the Centralized Girls Services Unit—a special office within DYS charged with developing new programs and coordinating improved services for females in the Massachusetts juvenile justice system. To support those efforts, DYS received $400,000 in discretionary funds from the Law Enforcement Assistance Administration's Office of Juvenile Justice and Delinquency Prevention. This was the first special project focusing on the needs of the female juvenile offender to be funded by the federal government—and to date is the only project of its kind to be federally funded.

To determine if efforts similar to the one initiated in Massachusetts existed in other states, we surveyed the directors of youth service agencies in fifty states, every Commission on the Status of Women, and over 100 child advocacy groups around the country.

Some of the citizen groups we identified were organized to give attention to the needs of all youth in the juvenile justice system—with special focus on the needs of young women. Others formed special committees or not-for-profit community projects organized to provide advocacy to adult and juvenile female offenders. We found that two states, New York and Michigan, have organized statewide task forces with objectives similar to those undertaken in Massachusetts. Both are receiving support and cooperation from the state government. Their activities are described here and are offered as examples of what can be done to move states and communities into action.

New York

The Statewide Task Force on Young Women
New York State Division for Youth
84 Holland Avenue
Albany, New York 12208
(518) 474-2693
Contact: Susan E. Behm, Statewide Coordinator

In April of 1976, the Director of the New York State Division for Youth (DFY), Peter B. Edelman, appointed a full-time senior staff person to direct programs and services for young women in the agency's care. As envisioned, this was to be the motivating force to expand and improve services offered young women in residential and non-residential settings. Four regional task forces were formed to act as advisory groups from communities around the state. Each task force includes DFY employees that have direct contact or an interest in programs for young women and representatives from public and voluntary agencies that provide care for young women.

Initially, the major concern for each of the four groups was to design new service components for young women who no longer would be placed within New York training schools. (As of October of 1976, no status offenders could be placed within a New York State institutional setting.) Alternative designs such as a Community Service Center (a storefront operation) were developed and funded. As each of the regional groups studied the demography of their particular area, additional needs surfaced. It soon became apparent that a cross-fertilization of ideas between the regional groups was imperative to insure that maximum benefits could be obtained from the limited funding that was available for program expansion.

Toward this end, the Division sponsored a three-day working conference. Eighty statewide representatives that included DFY employees, staff and administrators of private and voluntary agencies and eight young women currently receiving services from DFY attended the conference. Conference participants prepared recommendations and developed program designs in five major areas. They were: (1) new program and service needs; (2) revision of existing designs to better meet the needs of young women; (3) staff training and education; (4) DFY policy statements and legislative proposals; (5) coordination between DRY and the community at large.

Specific recommendations were made in the areas of adolescent pregnancy (an increasingly serious problem in New York), birth control, human sexuality curriculums, co-educational programming, vocational training and career education, services for Black, Hispanic, and Native American young women, medical services, and services for emotionally disturbed young women.

A formal presentation of these findings was made to the Division Director and his cabinet who, in turn, committed their energies and concern for the recommendations made by the group. The regional task forces will continue to act as semi-independent units that will lobby for programs within their geographic area, through their

regional administration divisions, with the statewide coordinator of programs for young women serving as a resource person and design facilitator.

Michigan

Female Services Task Force
Office of Juvenile Justice Services
Professional Center West
701 North Logan Street
P.O. Box 30026
Lansing, Michigan 48915
(517) 373-8106
Contact: Vondie Moore

The Female Services Task Force was organized as a temporary unit in August, 1976, to analyze the needs of adolescent women in Michigan's juvenile justice system. The ten member task force included two young women and other individuals representing social service agencies, the juvenile court, law enforcement, the school system, and two women's organizations. The Michigan Office of Juvenile Justice Services appointed two staff members to work with the task force and to assist members in preparing a report of its findings. That report — now complete — includes recommendations which are currently being reviewed by a governor's commission. They will be considered for inclusion in the 1977 Comprehensive Plan for Juvenile Services in Michigan. In its report, the task force highlighted different forms of legislative, administrative and judicial action which needs to be taken in behalf of young women. It identified services for girls which need more support and attention and called for the development of several new programs.

Other state and local groups addressing the needs of young women in the juvenile justice system include:

Arizona

New Directions for Young Women
2201 North Country Club Road
Tucson, Arizona 85716
(602) 327-4261
Contact: Carol Zimmerman

California

Women's Program Task Force
Ventura School
3100 Wright Road
Camarillo, California 93010
(805) 485-7951
Contact: Donna Hammond

Florida

Juvenile Delinquency Task Force
1245 East Adams Street
Jacksonville, Florida 32202
(904) 633-3740
Contact: Donald R. McClure
James R. Jarboe

Indiana

Indiana Juvenile Justice Task Force
143 Meridian Street
Suite 309
Board of Trade Building
Indianapolis, Indiana 46204
(317) 634-9044
Contact: Jim Miller, Executive Director
Gaye Martin, Assistant Director

Iowa

Juvenile Justice Committee
Ames, Iowa 50010
(515) 233-1746
Contact: Ann Campbell

Massachusetts

Centralized Girls Services Unit
Department of Youth Services
294 Washington Street 9th floor
Boston, Massachusetts 02108
(617) 727-3915
Contact: Carol Peacock

Montana

Montana Committee on Women in the Criminal Justice System
Women's Resource Center
University of Montana
Missoula, Montana 59801
Contact: Linney Wix
Judy Smith

Ohio

Ohio Network for Juvenile Status Offenders
Ohio Public Affairs Committee
National Council of Jewish Women
2525 Kemper Road #504
Shaker Heights, Ohio 44120
(212) 229-8249
Contact: Elaine Jacoby

Pennsylvania

Pennsylvania Program for Women and Girl Offenders
1530 Chesnut Street
Philadelphia, Pa. 19102
(215) 563-9386
Contact: Margery Velimesis

Rhode Island

Women Offender Subcommittee
Permanent Advisory Commission on Women
State House
Room 320
Providence, Rhode Island
(401) 277-2080
Contact: Beverly Dwyer

Texas

Dallas Commission on Children and Youth
c/o Community Council of Greater Dallas
212 North St. Paul
Dallas, Texas 75201
(214) 741-5851

The Texas Coalition for Youth Services
c/o YMCA Urban Services
901 Ross Avenue
Dallas, Texas 75202
(214) 742-5324
Contact: Carl Boaz

The Southwest Network of Youth Services
c/o YMCA Urban Services
901 Ross Avenue
Dallas, Texas 75202
(214) 742-5324
Contact: Carl Boaz, Secretary

West Virginia

Justice for Children
Charleston Section
National Council of Jewish Women
1711 Woodvale Drive
Charleston, West Virginia 25314
(304) 344-8557
Contact: Karen Maimon
Jean Loewenstein

Wisconsin

Wisconsin Program for Women and Girl Offenders
1015 N. Ninth Street
Milwaukee, Wisconsin 53233
(414) 271-0135
Contact: Sr. Rita Martin

NATIONAL PROJECTS

There are several national youth projects which are useful contacts.

National Youth Alternatives Project (NYAP)
1830 Connecticut Avenue
Washington, D.C. 20009
(202) 785-0764
Contact: Bill Treanor, Project Coordinator

NYAP provides technical assistance to persons interested in creating or expanding community youth services and training and technical assistance to the staffs of existing youth services; assists in securing funding for services to youth; and assists in developing advocacy and resource sharing networks of youth services at state and national levels. Publications include: *Youth Alternatives* (newsletter/12 issues/$10.00); *National Directory of Runaway Centers*, $4.00; *Runaways and Runaway Centers*, a bibliography, free; *Stalking the Large Green Grant*, $5.00; *Guides to the Juvenile Justice Act*, $2.00.

Coalition for Children and Youth
1910 K Street, N.W.
Washington, D.C. 20006
(202) 785-4180
Contact: Judith Helms, Executive Director

The Coalition for Children and Youth includes over 200 national and state children and youth organizations. Their purpose is to focus public attention on issues which affect children and youth and to provide a forum for the exchange of ideas. Publications include *Focus on Children and Youth* (newsletter/$12.00/$25.00).

Juvenile Justice Project
Girls Clubs of America, Inc.
133 East 62nd Street
New York, New York 10021
(212) 832-7756
Contact: Geneva Booth

Supported by a grant from the Lilly Endowment fund, the Girls' Clubs of American (GCA) has recently initiated a Juvenile Justice Project intended to encourage local Girls' Club affiliates to develop delinquency prevention and diversion programs for young women. The GCA Juvenile Justice Project will not provide funds for direct program services but it will seek to sensitize GCA volunteers, staff and Board members to juvenile justice issues; increase the number of local Girls' Clubs offering juvenile justice programs; and provide information to Girls' Club affiliates on programs for young women in the juvenile justice system.

Social Advocates For Youth
National Office
[illegible] North Point Street
San Francisco, California 94109
(415) 928-3222
Contact: Jack Herrington, Executive Director
Robert Siberry

S.A.Y. is a system of 12 nonprofit centers located in four states with a national administrative office in San Francisco. S.A.Y. centers provide individualized services to young people and families, and work toward positive change in institutions affecting the lives of young people.

National Association Of Counties
Juvenile Justice Project
1735 N.Y. Avenue, N.W.
Washington, D.C. 20006
(202) 785-9577
Contact: Donald Murray, Director

The National Association of Counties provides technical assistance to counties across the country. They coordinate the efforts of different programs by putting them in touch with each other and telling them about other efforts. They have implemented "county self help" which utilizes expertise in one country for the benefit of another. The Juvenile Justice Project works with the different

county departments of youth, helping them to plan and develop their programs and services. Publications include *Juvenile Delinquency: A Basic Manual for County Officials.*

Center for Youth Development
National Youthworker Education Project
University of Minnesota
325 Haecker Hall
1364 Eckles Avenue
St. Paul, Minnesota 55108
(612) 376-7624
Contact: Gisela Konopka, Director
Mike Bazurman

The Center for Youth Development sponsors a nationwide training program for staffs of organizations serving adolescent girls, including young women in the juvenile justice system. Their goal is to organize cooperative efforts within communities to make a wider range of services available to young women.

American Public Welfare Association
Youth Community Coordination Project
1155 16th Street, N.W.
Washington, D.C. 20036
(202) 223-4541
Contact: Jerry Hinsong, Project Director
Harry Sherr, Technical Analyst

The purpose of the Youth-Community Coordination Project is to facilitate the development of coordinated youth service systems in four demonstration sites around the country—Pierce County, Tacoma, Washington; Charleston, South Carolina; Chatham County, Savannah, Georgia; and Jefferson County, Denver, Colorado. The project intends to assist these four site communities in increasing the efficiency and effectiveness of the existing resources among both public and private youth service agencies. Their emphasis is on planning, coordination, and prevention rather than on rehabilitation programs. Publications include *Youth Community Coordination Project. . .a model for planning institutional change.*

Children's Defense Fund
1520 New Hampshire Avenue, N.W.
Washington, D.C. 20036
(202) 483-1470

The Children's Defense Fund works in behalf of the nation's children through litigation, research, information dissemination, model legislation, federal policy monitoring, investigative reporting and public education. One of their concerns is that youth in the juvenile justice system receive fair and humane treatment.

National Council On Crime And Delinquency
Youth Development Center
Continental Plaza, 411 Hackensack Avenue
(201) 488-0400
Contact: Gwen Ingrem

Through seminars, meetings and working with other organizations, the Youth Development Center is promoting community alternatives for status offenders. Their second priority is identifying model programs working with school violence and to advocate the use of these models in other schools. They give technical assistance to communities and act as a clearinghouse for information on status offenders and related areas.

NATIONAL RESOURCES

These are national organizations and federal agencies which may be useful.

Employment and Training

AFL-CIO Human Resources Development Institute
815 16th Street, N.W.
Washington, D.C. 20006
(202) 638-3912
Contact: Timothy Durkin, Program Specialist
Ellen Wernick, Education and Women's Activities Specialist

National League of Cities/U.S. Conference of Mayors
Manpower Project/Comprehensive Youth Services Project
1620 Eye Street, N.W.
Washington, D.C. 20006
(202) 293-7596
Contact: Robert Anderson, Director
Kathy Garmezy, Senior Staff Assistant

Career Awareness for Young Women and Girls
Women's Bureau
Employment and Training Administration
U.S. Department of Labor
200 Constitution Avenue, N.W.
Washington, D.C.
(202) 523-6540
Contact: Mary Ann Wolfe, Youth Coordinator

Women in Community Service, Inc.
1730 Rhode Island Avenue, N.W.
Suite 400
Washington, D.C. 20036
Contact: Mary A. Hallaren, Executive Director

Work Education Consortium Project
National Manpower Institute
1211 Connecticut Avenue, N.W.
Suite 301
Washington, D.C. 20036
(202) 466-2450
Contact: Dennis Gallagher

Labor Education Advancement Program (LEAP)
Youth Work Experience Program
National Urban League
500 East 62nd Street
New York, New York 10021
(212) 644-6678
Contact: Cecil Smith, Director

Juvenile Justice

Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Juvenile Justice Standards Project
American Bar Association/Institute of Judicial Administration
80 Fifth Avenue
Room 1501
New York, New York 10011
(212) 155-1015
Contact: Committee on Sex Discrimination and Children
Josephine Gittler
University of Iowa
School of Law
Room 268
Iowa City, Iowa 52242

Task Force on Justice for Children
National Council of Jewish Women
15 East 26th Street
New York, New York 10010
(212) 246-3175
Contact: Martha Bernstein

National Council of Juvenile Court Judges
Committee on Justice for Juvenile Girls
P.O. Box 8978
Reno, Nevada 89507
(702) 784-6012

National Center for Juvenile Justice
1309 Cathedral of Learning
Pittsburgh, Pa. 15260
(412) 624-6104
Contact: Hunter Hurst
Dan Smith

Juvenile Rights Project
American Civil Liberties Union
22 East 40th Street
New York, New York 10016
(212) 725-1222
Contact: Rena Uviller

Education

READ, Inc.
8605 Cameron Street
Suite 216
Silver Spring, Md. 20910
(301) 779-0011
Contact: Janet Carsetti, Project Director

Women's Program Staff
Office of Education
Department of Health, Education and Welfare
Washington, D.C. 20202

Alternative School Network
2044 West Greenshaw
Chicago, Illinois 60612
(312) 733-0268

Resource Center on Sex Roles in Education
National Foundation for the Improvement of Education
1201 Sixteenth Street, N.W.
Room 804E
Washington, D.C. 20036

Health

Society for Adolescent Medicine
4650 Sunset Blvd.
Los Angeles, California 90027
(213) 663-3341, Ext. 2505

Sex Education and Family Planning

Planned Parenthood World Population
810 7th Avenue
New York, New York 10019
(212) 541-7800
Contact: Robin Elliott
Gene Vadies

American Association of Sex Education, Counselors and Therapists
5010 Wisconsin Avenue, N.W.
Suite 304
Washington, D.C. 20016
(202) 686-2523

Sex Information and Education Council for the United States (SIECUS)
137-155 N. Franklin
Hempstead, New York 11550
Contact: Mary Calderone

Adolescent Pregnancy

Zero Population Growth
1346 Connecticut Avenue, N.W.
Washington, D.C. 20036
(202) 785-0100

National Alliance Concerned with School Age Parents
7315 Wisconsin Avenue
Suite 211-W
Washington, D.C. 20014
(202) 654-2335

Alcoholism and Drug Abuse

Alcohol Program Development Project
1346 Connecticut Avenue, N.W.
Suite 502
(212) 785-0764
Contact: Donna Valle

National Institute of Drug Abuse
Program for Women's Concerns
Office of the Director
11400 Rockville Pike
Rockville, Maryland 20852
(301) 443-6245
Contact: Alberta Henderson

National Institute on Alcohol Abuse and Alcoholism
5600 Fishers Lane
Rockville, Maryland 20857
(301) 443-3885
Contact: Dr. Ernest Noble, Director

Alcoholics Anonymous—Alateen
P.O. Box 182
Madison Square Station
New York, New York 10010
(212) 475-6110

Runaways

The National Network of Runaway and Youth Services
First United Methodist Church
Queens Chapel, Queensbury Rds.
Hyattsville, Md. 20782
(301) 779-1257
Contact: Les Ulm, National Chairperson

Division of Youth Activities
Office of Youth Development
U.S. Department of Health, Education and Welfare
200 Independence Avenue, S.W.
Washington, D.C. 20201

RESOURCE MATERIALS

Suggested Readings

Weeping in the Playtime of Others: America's Incarcerated Children by Kenneth Wooden, McGraw Hill Book Company, New York, 1976.

The Female Offender edited by Laura Crites, Lexington Books, D.C. Heath and Company, Lexington, Massachusetts, 1976.

Young Girls: A Portrait of Adolescence by Gisela Konopka, Prentice Hall, Inc., Englewood Cliffs, New Jersey, 1976.

The Adolescent Girl in Conflict by Gisela Konopka, Prentice Hall, Inc., Englewood Cliffs, New Jersey, 1966.

Juvenile Justice and Delinquency Prevention . . . A New Perspective. Copies may be obtained by contacting:

Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Symposium on Status Offenders: Proceedings. Copies may be obtained by contacting:

National Council of Jewish Women
15 East 26 Street
New York, New York 10010

Juvenile Delinquency: A Basic Manual for County Officials. Copies may be obtained by contacting:

Juvenile Justice Program
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006

A Guide to Seeking Funds from CETA. Copies may be obtained by contacting:

Women's Bureau
U.S. Department of Labor
Washington, D.C. 20210

Everything You Ever Wanted to Know About Manpower . . . Copies may be obtained by contacting:

National Association of Counties
Research Foundation
1735 New York Avenue, N.W.
Washington, D.C. 20006

A Job at the End: Guidelines for Teen Counseling, Training and Career Development. Copies may be obtained by contacting:

National Board, YWCA
600 Lexington Avenue
New York, New York 10022

The Choice is Yours: A High School Women's Studies Course for Non-college-bound High School Girls, $5.00. Copies may be obtained by contacting:

Cynthia P. Green
1718 P Street, N.W., No. 619
Washington, D.C. 20036

Time XX: Social Services in Your State, A Child Advocate's Handbook for Action. Copies may be obtained by contacting:

Children's Defense Fund
1520 New Hampshire Avenue, N.W.
Washington, D.C. 20036

Using Title XX To Serve Children and Youth. Copies may be obtained by contacting:

Child Welfare League of America
67 Irving Place
New York, New York 10003

Title I: Is It Helping Poor Children; Children Out of School in America; School Suspensions: Are They Helping Children?; Title XX: Social Services in Your State. Copies may be obtained by contacting:

Children's Defense Fund
1520 New Hampshire Avenue, N.W.
Washington, D.C. 20036

Directory for the Child Advocate. Copies may be obtained by contacting:

National Council of Organizations for Children and Youth
1910 K Street
Washington, D.C. 20006

National Directory of Runaway Programs. Copies may be obtained by contacting:

National Youth Alternatives Project
1830 Connecticut Avenue, N.W.
Washington, D.C. 20009

A Guide to the Juvenile Justice System. Copies may be obtained by contacting:

League of Women Voters
714 Alhambra Boulevard
Sacramento, California 95816

Legal Rights of Children. Copies may be obtained by contacting:

Juvenile Justice Textbook Series
National Council of Juvenile Court Judges
Box 8978
Reno, Nevada 89507

The Youngest Minority: Lawyers in Defense of Children. $5.00. Copies may be obtained by contacting:

American Bar Association
Circulation Department
1155 E. 60th Street
Chicago, Illinois 60637

Youth and the Law. $2.98. Copies may be obtained by contacting:

Houghton-Mufflin
Department M
1 Beacon Street
Boston, Massachusetts

Bibliographies

Annotated Bibliography, 1964-1974, of the Needs, Concerns and Aspirations of Adolescent Girls, 12-18 Years, Center for Youth Development and Research, University of Minnesota, St. Paul, Minnesota. June 1975, 190 pp. Copies may be obtained by contacting:

The Center for Youth Development
University of Minnesota
1364 Eckles Avenue
St. Paul, Minnesota 55108

The Female Offender: An Annotated Bibliography, Rosemary Sarri, Alice Propper, Elaine Selo and Jocelyn Scott. The University of Michigan, School of Social Work, Ann Arbor, Michigan, August 1975, 154 pp. Copies may be obtained by contacting:

The School of Social Work
University of Michigan
Ann Arbor, Michigan

The Woman Offender: A Bibliographic Sourcebook. Susan Sturgeon and Laurel Rans. Entrophy Limited, Pittsburgh, Pa. June 1975. Copies may be obtained by contacting:

Laurel Rans
Entrophy Limited
215 Tennyson Street
Pittsburgh, Pa. 15213

Adolescent Pregnancy: Recent Publications. Copies may be obtained by contacting:

The Population Institute
110 Maryland Avenue
Washington, D.C. 20002

Films

Juvenile Court. Fredirich Wiseman, producer. A documentary look at the daily routine of one juvenile court and its subjects.

144 minutes; black and white; 1974
Not available for sale
Rental: $125.00
Distributed by Zipporah Films, 54 Lewis Wharf, Boston, Mass. 02110
(617) 742-6680

This Child is Rated X. NEC News. Edwin Newman, reporting. A sensitive portrayal of the juvenile justice system including interviews with youth and individuals who work in the juvenile justice system.

52 minutes: 16mm: color: 1973
Purchase Price: $550.00 Rental: $40.00
Distributed by Films Incorporated, 440 Park Avenue S.
New York, New York 10016

Children in Trouble. Produced by the Film-Makers, Inc. A two-part documentary showing the failures of the juvenile justice system and suggesting alternatives.

46 minutes: 16mm: color: 1975
Purchase price: $350.00
Distributed by: Film-Makers, Inc.
400 Michigan Avenue N.
Chicago, Illinois 60611
(312) 644-7444

Walkin's Too Slow. A film about runaways. Produced by Bill Pace for the Michigan Coalition of Runaway Services and Office of Children and Youth Services of the Michigan Department of Social Services. Copies may be obtained by contacting:

Bandanna Media, Inc.
572 St. Clair Street
Gross Pointe, Michigan 48230
(313) 885-2491

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